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Law Enforcement Needs Analysis

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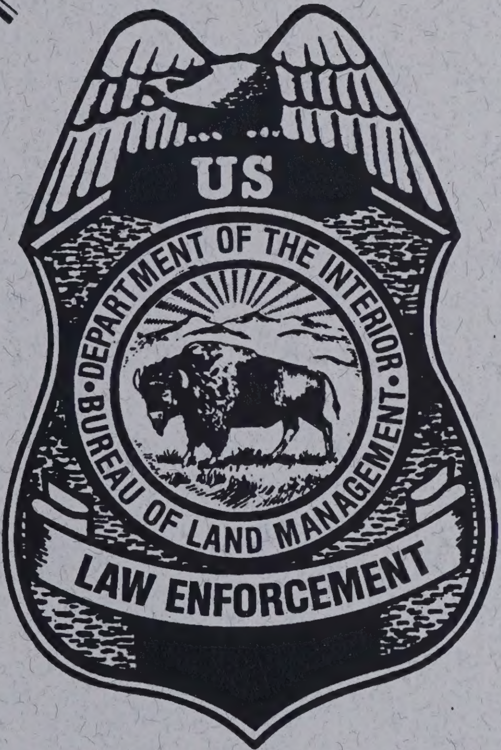
US
DEPARTMENT OF THE INTERIOR
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United States Department of the Interior
BUREAU OF LAND MANAGEMENT
OREGON STATE OFFICE
P.O. BOX 2965 (1300 N.E. 44th Avenue)
PORTLAND, OREGON 97208

IN REPLY REFER TO:
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MAR 01 1991

Memorandum

To: Director (100)

From: State Director, Oregon/Washington

Subject: State Law Enforcement Needs Analysis

Per Bureau of Land Management Manual 9262.42, each state is required to complete a State Law Enforcement Needs Analysis for the purpose of determining program management and direction in the state and for making recommendations of proposed law enforcement staffing levels. This document meets that requirement.

The information and analysis in this document was compiled over a three-year period of time, requiring considerable input and review by district, state office, and law enforcement personnel. This document accurately reflects Oregon's proposed minimal level of ranger staffing, the component of the Law Enforcement Program which traditionally has had the lowest levels of staffing.

I concur with the recommendations to conduct reviews of the Law Enforcement Agreement Program in various areas to determine if modifications are required. I also concur with the recommendation that periodic Administrative and Technical Procedure Reviews will be conducted in the districts and state office to review compliance in our patrol and investigation programs respectively.

As we continue to face increasing resource protection challenges in the future, I believe this document will assist us in determining our priority needs. I foresee updating this document every few years to ensure that program changes and criminal activity trends are identified and addressed through appropriate program shifts.

D. Dean Bibles
State Director

1 Attachment
1 - SLENA (128pp)

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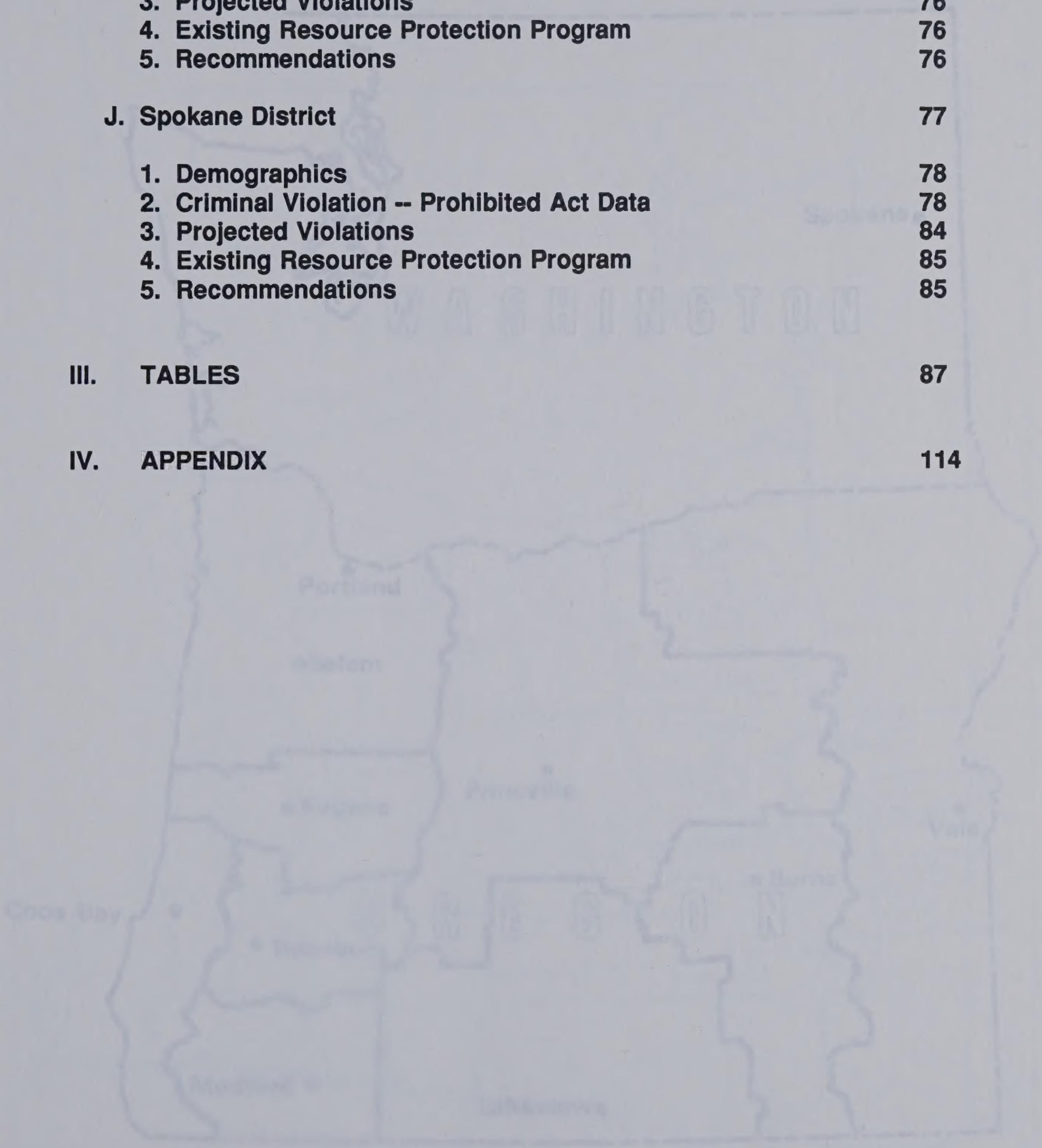
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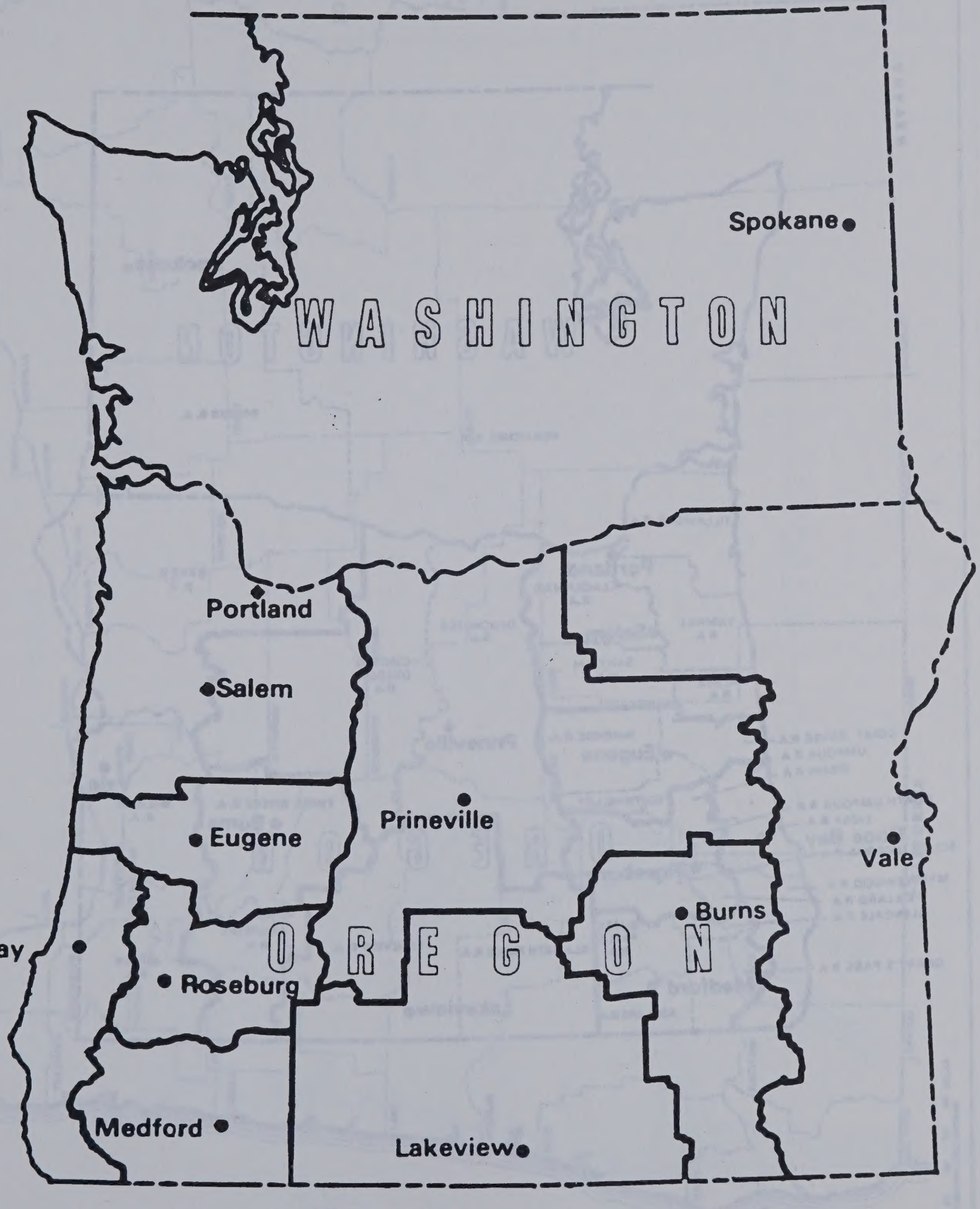
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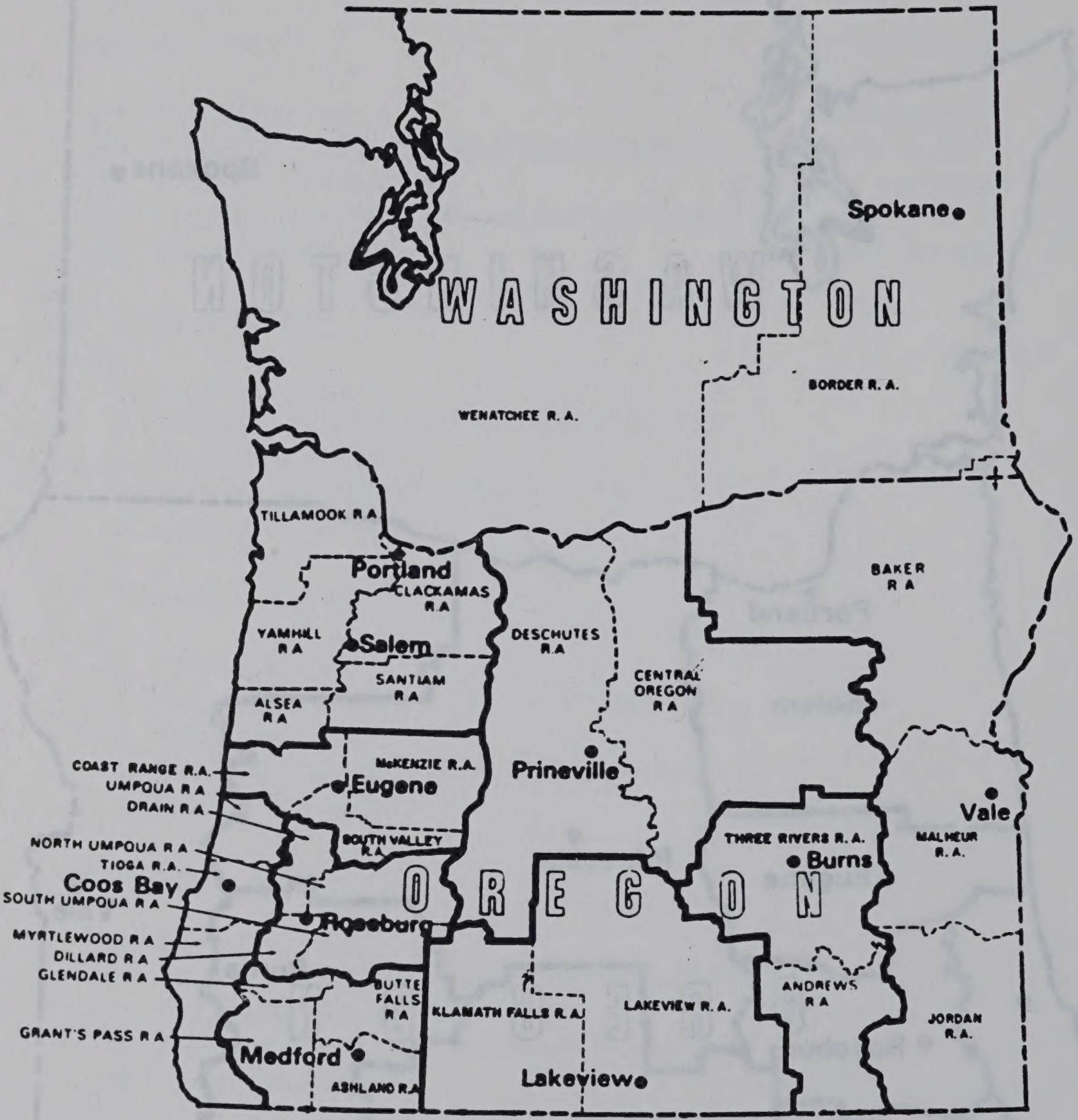
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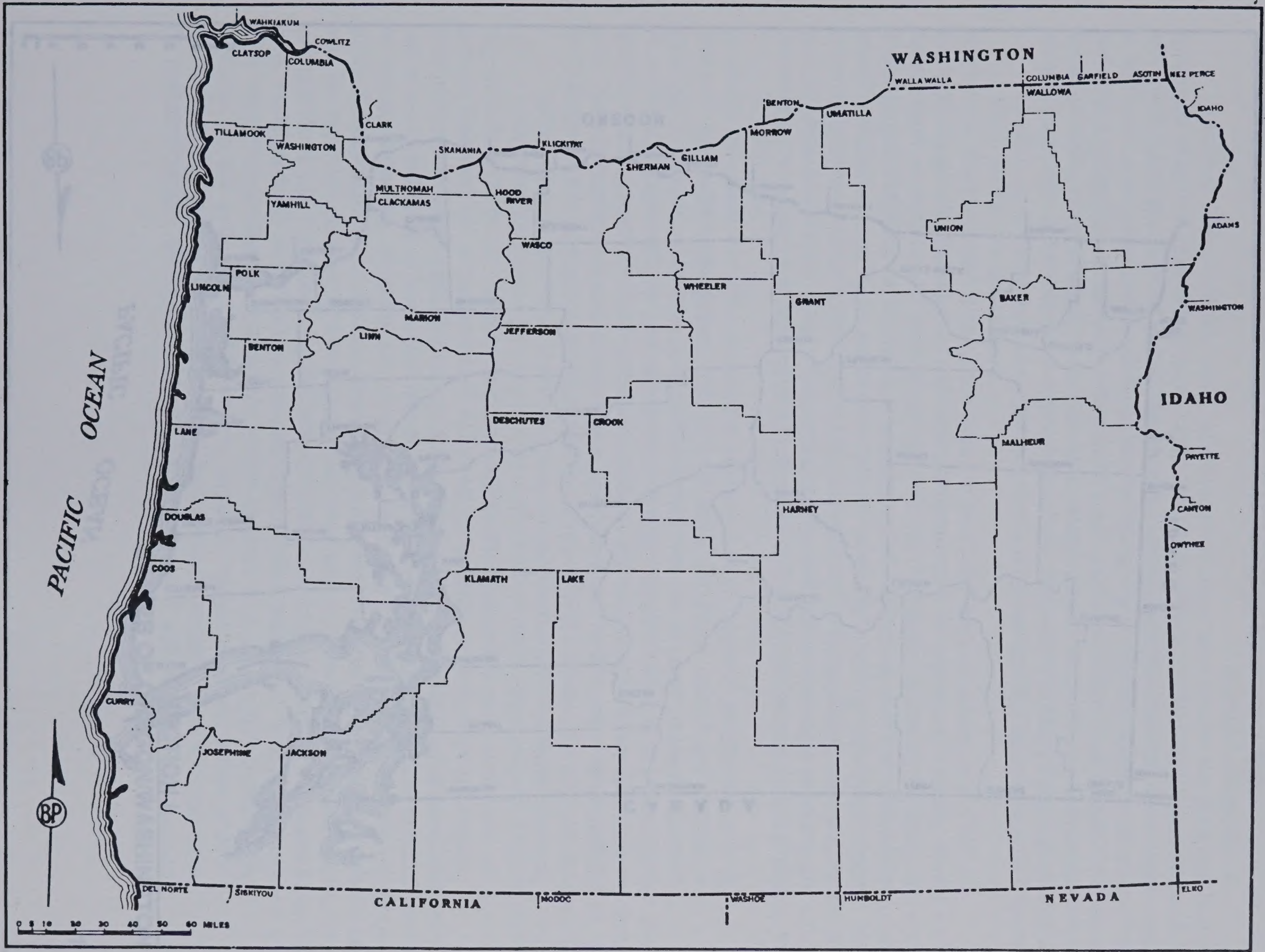
OREGON COUNTIES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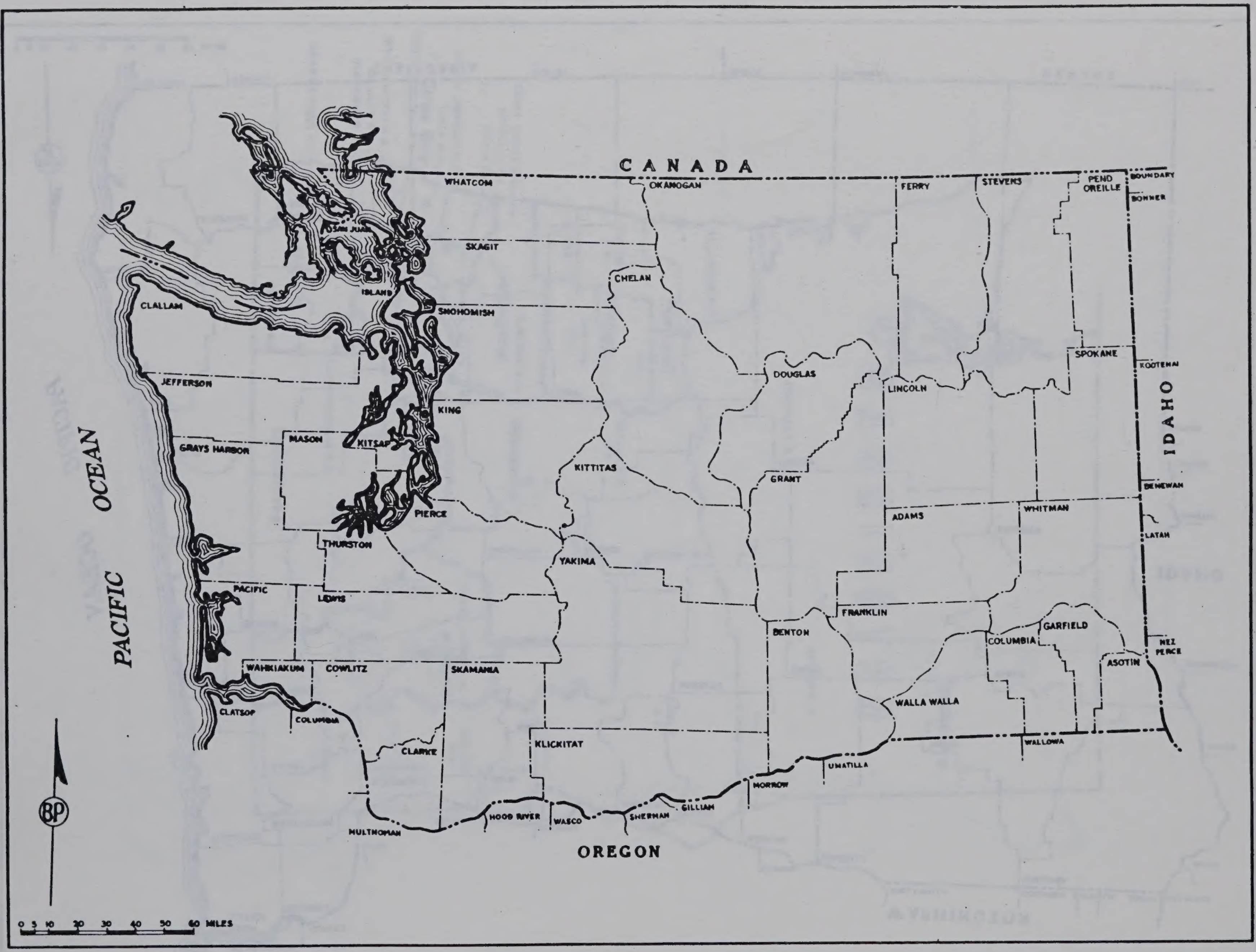
WASHINGTON COUNTIES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SECTION I
STATES OF OREGON/WASHINGTON

I. STATES OF OREGON/WASHINGTON

A. Program History

Oregon hired its first special agent in 1976. Two years later, in 1978, a second agent was added to the program. In January 1980, a third agent was hired. For the next eight years, the program added no new agent positions. In 1988 a fourth position was added as the investigative workload and drug problems increased. In 1990, the Washington Office directed Oregon to hire five full time drug agent positions as part of the Bureau's commitment to the President's "War on Drugs" Program.

In 1976, Congress passed the Federal Land Policy and Management Act which authorized the agency to create a uniformed law enforcement ranger program to provide a patrol presence on the public lands. But due to a Secretarial restriction on the growth of the program, the Bureau's first thirteen rangers were confined to the California Desert Conservation Area. (NOTE: These rangers were delegated by the Director in April of 1978). Other states continued to address their law enforcement problems with agent personnel and varying levels of cooperation from other Federal, state, and local enforcement agencies.

In the meantime, Oregon faced special problems with the westside districts experiencing forest products theft and facility vandalism while the eastern districts needed patrols for wild horse violations, archaeological looting, lava theft, recreation and various types of user problems, and facility protection. A uniformed patrol presence was needed to deter these crimes. As a partial solution, several law enforcement agreements (LEA's) were developed with county sheriffs under the management of the Special Agent-in-Charge (SAC) to provide supplemental assistance.

By the time the Secretary lifted his administrative restriction on ranger placement outside of the California Desert in the mid-1980's, Oregon was paying out over a half million dollars in LEA funding. By that time several districts had set up full-time or part time deputy positions and were hesitant to reduce the sheriff's funding in order to place rangers in the districts for enforcement of Federal laws and regulations. But the districts were also finding that state enforcement was not comprehensive enough for follow-up of many of the Bureau's special programs, such as the Wild Horse and Burro Program, archaeological theft and trafficking problems, Wild and Scenic River and Wilderness Programs, and various types of trespass problems. By the mid-1980's, some districts began to identify a need for balancing the various law enforcement and support options and proposed hiring rangers in support of various aspects of the Take Pride in America program, implementation of recommendations put forth in the Recreation 2000 Program (suggesting increased ranger presence), and other identified resource protection concerns.

In May of 1986, Oregon hired one District Ranger and placed the position in the Grants Pass Resource Area in the Medford District with concentration on the Rogue River. Three years later, in April of 1989, a second District Ranger was hired and placed in the Deschutes Resource Area in the Prineville District with concentration on the Deschutes River. Later in 1989 a third District Ranger position was placed in the Vale District, within the Division of Operations. About the same time, a second ranger was placed in the Medford District within the Ashland Resource Area, but supervised by the District Ranger on the Grants Pass Resource Area staff.

The growth of the Law Enforcement Program in Oregon has been sporadic and slow compared to other states. Although Oregon currently has the second highest Resource Protection budget in the Bureau, it has only 8% of the total number of agents and rangers in the agency, placing it in fourth place for numbers of law enforcement personnel (as of 8/1/90). Oregon has only 4% of the Bureau's total numbers of rangers. It has, however, the largest LEA program with LEA's presently in place in approximately twenty counties and in all districts.

B. State Demographics

The Bureau of Land Management's Oregon State Office is responsible for the management of 15.9 million surface acres and 39.9 million acres of mineral estate within the two-state area of Oregon and Washington. All but 312,358 of the surface acres are within Oregon. These public lands total 25% of Oregon's total acreage and less than one percent of Washington's. As of December 31, 1988, the population of Oregon was 2,755,600, and the population of Washington was 4,630,200. This is a total population of 7,385,800 people.

The Oregon State Office is located in Portland, Oregon. The State Office area of responsibility is divided into ten district offices and 32 resource areas. These districts are located in Lakeview, Burns, Vale, Prineville, Salem, Eugene, Roseburg, Medford, Coos Bay, and Spokane (Washington). Four of the resource area offices are detached. These offices are located in Klamath Falls, Tillamook, Baker, and Wenatchee (Washington). The BLM has land in all 36 counties in Oregon and in 37 of the 39 counties in Washington. The total number of counties in the two-state area is 75.

The major resource functions of the states of Oregon and Washington are identified as follows:

1. Timber management
2. Range management
3. Recreation management
4. Wildlife management
5. Realty management
6. Cultural resource management
7. Wilderness management
8. Wild horse management
9. Mineral management

The Forestry Program is the major program activity in the five western Oregon districts. In fiscal year 1989, 767,014 million board feet of timber was sold from BLM land. These timber sales resulted in the collection of $196,441,199 in receipts. This program is the largest timber management program in the Bureau. Largely as a result of this sizable timber sale program, the Bureau has constructed 28,061 miles of road in Oregon and Washington. This amounts to 36% of all Bureau roads in the nation and nearly 90% of the higher classified roads. The BLM presently maintains approximately 8,340 miles of road each year.

The Bureau has 43 developed recreation sites, 30 semi-developed sites, and 73 undeveloped sites. The Bureau issues and administers an average of 300 Special Recreation Use Permits per year. At present, there are two rivers designated as National Wild and Scenic Rivers located in Medford and Vale Districts. There are another 23 rivers legislatively proposed for national designation. The majority of these proposed designations are located in Prineville (10), Vale (6), and Salem (4) Districts. Oregon experiences an average of 4,715,500 recreation visits to BLM lands each year.

To date, only two areas have been designated as wilderness areas. These areas are Table Rock in the Salem District and Juniper Dunes in the Spokane District. In addition, there are 93 wilderness study areas (WSA's) totalling 2.8 million acres.

BLM is responsible for approximately 56 million acres of Federal minerals in the two states. Of that acreage, about 598,699 acres are currently leased for oil and gas, 239,957 for geothermal resources and 1059 acres for coal. Approximately 57,829 mining claims have been recorded for hard rock minerals such as gold and silver. Of these, 50,046 claims are active. Oregon has 153 geothermal leases and 314 oil and gas leases.

Oregon and Washington BLM currently manages wildlife habitat for an estimated 14,000 pronghorn antelope, 228,000 deer, 14,250 elk, 935 bighorn sheep, 37 mountain goats, 2,100 bear, and 226 cougar. These big-game species share this habitat with numerous other smaller wildlife species, wild horses, as well as a livestock grazing program (at over one million AUM's). The districts with major grazing programs are Vale, Burns, Lakeview, Prineville, and Spokane. Oregon is also attempting to maintain a wild horse herd level on the range of approximately 1,395 to 2,720 horses.

These herds are found in only four districts: Burns, Vale, Lakeview, and Medford. A total of 7,545 horses and burros have been adopted out in the Pacific Northwest, requiring a significant workload in program management and compliance problems.

BLM programs in Oregon are funded in two separate appropriations from Congress: (1) one for resource management on Revested Oregon and California Railroad lands (O&C) and Reconveyed Coos Bay Wagon Road lands and; (2) for public domain lands. Activities in Washington and eastern Oregon are funded entirely for public domain lands.

The BLM in Oregon and Washington employs (as of 4/29/88) a total of 1,400 permanent employees. This is 16 percent of the total Bureau employment (11,000 employees). In addition, there are 247 full-time temporaries, 71 part-time employees, 29 intermittent employees, and 8 other employees for a total of 1,783 Bureau employees.

The BLM is responsible for both collecting and paying out funds. This money is collected from many sources utilizing the public lands and is deposited in the U.S. Treasury. In turn, monies are paid out to the states of Oregon and Washington. One payment is paid to the states for their share of receipts collected by the BLM; another is made directly to counties in lieu of taxes (referred to as PILT payments). These revenues are intended to offset the loss of revenues caused by the presence of certain tax-exempt land within local government boundaries. These revenues compensate counties in providing vital services to the Bureau such as fire and police protection, search and rescue operations, and road construction.

In western Oregon, the counties receive additional payments from O&C receipts. Western Oregon counties are unique within the Bureau as a result of the millions of dollars that the Bureau pays to them above and beyond the usual PILT payments. Principal sources of revenue include timber sales, mineral lease fees, and grazing fees. Total PILT payments to Oregon and Washington counties in fiscal year 1989 were $4,329,618. Total O&C payments to western Oregon counties in fiscal year 1989 were $109,850,143.

C. Criminal Violation -- Prohibited Act Data

Various types and degrees of resource crime have been reported and documented in the ten Oregon and Washington districts and 32 resource areas. The following information was obtained through interviews with key district and resource area personnel in each district and by reviewing documentation contained in the Law Enforcement Staff's records and criminal case files.

During the past three calendar years, the highest level of reported crime occurred in Medford (27%), Salem (18%), Prineville (14.5%), Vale (10%), and Spokane (7%) Districts (excluding LEA patrol data).

The most frequently reported crimes are theft of timber and associated forest products; theft, vandalism, and sale of Indian artifacts; and cannabis cultivation. Oregon has the highest reported levels of timber theft and cannabis cultivation in the Bureau. Oregon BLM also has one of the two highest reported levels of archaeological investigation and prosecutions in the agency.

Arson and fire violations is a continuing problem. In 1989 there were 121 reported human-caused fires.

It is estimated that an average of six to ten incidents of dumping of illegal drug lab chemicals is occurring each year on Bureau lands in Oregon. The average cost of clean-up is $5,000 per dump site. The average cost for the clean-up of a lab runs from $15,000 to $50,000. Oregon has the second highest level of clandestine drug lab activity in the United States. The state of Washington is third in the number of labs in the U.S. In addition to the above-mentioned violations, other crimes frequently occurring on the public lands are: (1) theft and slaughter of wild horses; (2) wild horse adoption violations; (3) recreation permit violations; (4) occupancy trespass; (5) cadastral violations; (6) grazing trespass; (7) agricultural trespass; (8) assault on employees in the performance of their duties; (9) vandalism and theft at recreation sites; (10) general facility destruction and theft; (11) ecotage by radical groups; (12) log export violations; and (13) other 43 CFR regulatory violations.

D. Projected Violations

The problem associated with illegal drug labs and dumping of toxic chemicals on the public lands in Oregon is expected to increase at an alarming rate. In 1987 the number of seized labs in Oregon increased by 37%. The number in Washington state increased by 93%. Over 20% of all drug labs seized in the U.S. in 1987 were located in Oregon and Washington. Associated with this escalating problem is the cost of cleanup of seized labs and/or dump sites. The problem is greatest in Salem, Eugene, and Medford Districts respectively.

As additional BLM-administered rivers are designated as part of the National Wild and Scenic River system, there will be an increased need for Federal protection and enforcement of Federal regulations.

It is anticipated that as additional areas are designated as wilderness areas, increased ranger patrols will become necessary for enforcement of wilderness regulations.

Archaeological looting and vandalism also continue to be a major resource protection concern.

Oregon is currently facing an increase in ecotage activities. This is expected to continue in the 1990's as various sectors of the public disagree over how the agency should manage the nation's natural resources.

In spite of Federal restrictions on the export of Federal timber, it appears that this is a continuing problem in the Pacific Northwest. Due to the legal and administrative complexities in the Federal timber sale program and log export business, special attention will need to be given this area of concern in the 1990's.

Trespass of all kinds--occupancy, agricultural, timber, etc., will continue to be a Bureau concern in the 1990's if national economic trends continue and large segments of the public continue to be unemployed, thereby making the resources on the public lands a target for increased theft and unauthorized use. The trespass problem is compounded by the escalation of the drug problem. The resources on the public lands are frequently used in exchange for the purchase of drugs in order to support a drug habit. Recent studies indicate that drugs are responsible for 80% of all crimes committed in the state of Oregon.

E. Existing Resource Protection Program

The Bureau's existing Resource Protection Program in Oregon/Washington consists of special agents and rangers, and is supplemented by Law Enforcement Agreements (LEA's) with state and county enforcement agencies. As of this date, nine agent positions have been approved and twelve ranger positions. The agents are State Office employees. The Special Agent-in-Charge and field agents are located in Portland. The rangers and patrol deputies are stationed near their patrol areas. One ranger, the State Staff Ranger, is stationed in Portland on the Law Enforcement Staff.

This primary enforcement program of agents and rangers is supplemented by 25 Law Enforcement Agreements (LEA's) with nineteen county agencies and one state agency. Twenty of the 25 LEAs provide a uniformed patrol presence on

the public lands within those 19 counties for enforcement of state laws. Five other LEAs support the Bureau's drug eradication program. In the remaining 54 counties with public lands within their borders, law enforcement response is provided by the special agents and, on occasion, a ranger detailed to the area for a few days during high use weekends. There is no routine uniformed law enforcement patrol presence in 74% of the counties with public lands within their borders. Only major crimes in these areas, if discovered, are reported to the Law Enforcement Staff for investigation. Other crimes go undiscovered and unreported, or if discovered have traditionally been handled administratively by the districts.

In addition to reimbursed patrol services by sheriff's departments, there are occasional unreimbursed patrols on public lands by state and county agencies. Generally, these patrols are confined to paved roads. Exceptions to this are game enforcement patrols by state agencies. Most sheriff's departments currently receiving federal funding advise that their budgets do not allow them to provide patrol services on Bureau lands (except on an irregular basis). State game officers in both Oregon and Washington are generally the only uniformed officers regularly seen on the public lands.

Agents, rangers, and LEA's each provide different responses to law enforcement needs. The Special Agent-in-Charge manages the overall law enforcement program for the Bureau. This includes developing and managing a statewide law enforcement program; serving as the primary adviser on all law enforcement and resource protection matters to the State Director and others; coordination of program activities within the State with other program activities; conducting basic and complex investigations; managing LEA's and conducting the necessary liaison with such agencies; analyzing state law enforcement needs and procedures and recommending appropriate changes; providing rangers with criminal justice and technical guidance in all law enforcement matters; and providing training to ranger supervisors regarding supervising the law enforcement function and Bureau policy on law enforcement operations.

In contrast to the agent function, rangers maintain a uniformed, highly visible law enforcement patrol presence on the public lands. Their investigative involvement is limited to short-term and basic investigations and occasionally a preliminary investigation (i.e. crime scene protection; identifying witnesses, etc.) for referral to a special agent. Rangers also assist their district in planning for resource protection concerns as part of land-use planning. Other important aspects of the ranger function are detection and deterrence, public contact including interpretation, hazard reduction, fire security, first aid and visitor assistance, search and rescue, and local liaison with other agencies.

Both agents and rangers may also receive state law enforcement delegation which enables them to enforce all Federal and state laws that relate to the use, management, and development of the public lands.

The SAC and the agent staff are responsible for providing an investigative response to reported crimes. The ranger program is integrated with the agent program through receipt of technical guidance and law enforcement policy from the SAC, case and statistical reporting, mutual operations, and preliminary investigations. When a ranger encounters a crime requiring more than a preliminary investigation, it is referred to the agent staff for follow-up. This relieves the ranger from lengthy investigations which may distract him/her from the ranger's primary responsibility of providing a regular patrol presence on the public lands. Rangers are fully delegated Federal law enforcement officers.

Ideally, the same integration that exists between the agent and ranger programs also exists with LEA agencies. The deputies provide a scheduled patrol presence on the public lands for enforcement of state laws within their county boundaries. Major resource crimes requiring investigation are referred to the agent staff.

In FY 88 the Oregon Resource Protection Program received 23% of the total funding allocated to the twelve state offices. Approximately two-thirds of Oregon's law enforcement budget is derived from drug enforcement funding. Accordingly, the Law Enforcement Staff currently manages the largest drug enforcement operations in the Bureau.

The BLM in Oregon has taken a strong proactive role in the national effort to control illicit drugs. Our role is to protect the lawful user of the public lands and to support BLM employees in the pursuit of their responsibilities to manage the Federal land placed in their trust. The Bureau's emphasis has included the eradication of illegally cultivated cannabis, reduction of the illegal manufacture and dumping of methamphetamine and other illegal chemicals, interdiction of drugs crossing BLM lands, and reduction in the occurrence of trafficking in illegal drugs. Secretary of the Interior, Manuel Lujan, has stated, "We will be aggressive soldiers in the nation's war on drugs." In line with this, Oregon is increasing its present enforcement capabilities to better respond to this national priority.

At present, the Bureau's drug eradication program in Oregon consists of interagency aerial detection, surveillance, and raid operations during the summer months. Five agencies are funded through the Drug LEA program amounting to approximately $300,000 in funding each year.

F. State Summary and Recommendations

State and District Office identified resource protection concerns indicate there is an immediate need for additional Bureau law enforcement personnel, particularly in the need for more rangers within all ten districts. The addition of rangers will enable the Bureau to provide a better response to Federal regulatory violations particularly in regard to recreation use, including wilderness and river management, wild horse protection and compliance, mineral and timber trespass, realty action compliance, and archaeological theft, as well as general visitor and user assistance and information.

Statewide a total of sixteen (16) ranger positions have been identified as an immediate need. (NOTE: twelve are already in place or have been approved). These positions were identified as follows:

District	Number of Additional Positions Needed	Positions in Place/Approved
Lakeview	1	1
Burns	1	1
Vale	2	1
Prineville	2	1
Salem	3	1
Eugene	1	1
Roseburg	1	1
Medford	3	2
Coos Bay	1	1
Spokane	1	1
State Office	0	1

These figures are the minimum number of ranger positions which need to be placed in the districts. There should be one designated District Ranger position placed within each district for: (1) local coordination and liaison with the law enforcement program; (2) to provide enforcement of Federal laws and regulations through a patrol presence; (3) to administer existing Resource Law Enforcement Agreements under the management of the Special Agent-in-Charge. Second or subsequent ranger positions should be under the supervision of the District Ranger.

Each district should have a minimum of two rangers in order to provide patrol coverage seven days a week and to provide coverage during the other ranger's leave days, etc. Patrol sectors (required by Bureau policy) can be established based on Resource Area boundaries. This will facilitate future resource protection planning needs as statistics will be compiled by Resource Area (i.e. patrol sector). This table of organization will also improve the integration of the agent, ranger, and LEA statistics with the total Law Enforcement Program statewide, thereby increasing our overall operational response to resource protection needs and concerns.

The State Staff Ranger provides law enforcement technical guidance to ranger personnel (under the authority of the Special Agent-in-Charge), ensures that appropriate levels of training and firearms qualifications are maintained, assists in district equipment procurement, and reviews ranger programs for compliance with law and policy.

In regard to the LEA Program, all districts expressed a concern for this program's continuation, at least until rangers could be hired and placed within their district. At that time, it is recommended that the existing LEA Program be evaluated to determine whether there is a justification for continuance, and in some cases whether LEA's should continue at expanded or decreased levels. The District Ranger, in all cases, should be the designated district administrator for the LEA Program.

As some districts were only beginning to submit LEA statistical data to the State Office beginning in FY 89, there was insufficient data for analyzing the resource protection needs being responded to through the LEA Program. It is recommended that a statewide LEA Program Evaluation be conducted within the next two years. On an interim basis, the SAC should conduct ATPR's in the LEA Program in selected districts (Refer to the FY 90 LEA statistics in Section III).

In regard to the Special Agent Program, there is a documented investigative and program administration workload which staffing levels were unable to handle. Many misdemeanor cases are being closed out or referred to other agencies. Major felony investigations require months to complete because only one agent is available to conduct the investigation. And these investigations are frequently interrupted by other priorities and district requests for assistance. The agent's ability to focus on resource investigations is also hampered by a large Inspector General case referral workload. In FY 89 nearly 25% of staff time was spent on internal investigations. These cases involved an estimated $75,000 in expenses in that one-year period (not including workmonths).

In FY 90, the W.O. authorized an increase of five special agent positions for the President's "War on Drugs." This should free up several of the agents to focus on resource investigations, management of the Ranger and LEA Programs, and other general Law Enforcement Program needs. In reference to the IG workload, it is recommended that the W.O. address the issue of whether BLM agents should be handling the IG's workload and designated responsibility.

SECTION II
DISTRICTS

PART A
LAKEVIEW DISTRICT

II. DISTRICTS

A. Lakeview District

1. Demographics

The Lakeview District is responsible for the management of 3,459,475 acres located in a geographical area that contains 9,630,000 acres of land. This is the third largest public land base of all Oregon districts. The district has two resource areas: (1) Lakeview Resource Area (3,169,957 acres); and (2) Klamath Falls Resource Area (289,500 acres). The Lakeview District contains three counties. These counties are Lake, Klamath, and a small portion of Harney. Lake County has a population of 7,300. The population of Klamath County is 42,000.

Other federal agencies managing lands within the district boundaries are the National Park Service, the U.S. Fish and Wildlife Service, and the U.S. Forest Service.

O&C payments totalled $2,547,558 to Klamath County in fiscal year 1989. PILT payments to Klamath County (FY 89) were $214,491. PILT payments to Lake County totalled $308,000 in FY 89.

The district developments include two campgrounds, two guard stations, four radio repeater sites, two fire lookouts, and several other recreational facilities and installations.

2. Criminal Violations -- Prohibited Act Data

Interviews with key management employees in the Lakeview District indicate that resource crime is occurring only on a limited basis. Very few criminal incidents have been reported to the BLM Law Enforcement Staff in the past. With the exception of the theft of archaeological resources, no major areas of concern were identified by the Lakeview District. During the past three calendar years, 3% of the crimes reported to the Law Enforcement Staff occurred in the Lakeview District (excluding Law Enforcement Agreement data).

The following categories of resource protection concerns were reviewed:

a. Archaeological Resource Theft and Destruction

The Lakeview District continues to experience one of the highest rates of archaeological theft and destruction in Oregon. Numerous culturally significant areas exist throughout the Lakeview District. Artifact collectors from throughout the Pacific Northwest are attracted to the district's abundant archaeological resources. In many areas of the district, artifacts are located on the surface of the ground. As the various lakes dry up (during dry weather cycles), artifacts are exposed. Many of the local residents continue to illegally collect arrowheads and other artifacts, despite Federal and State laws which prohibit such activities and the Bureau's continuing public education efforts.

Reports of commercial artifact collecting activities are increasing. As collections become more valuable, commercial diggers become more active. It is thought that some illegal archaeological excavations are being conducted at night in order to avoid detection.

Artifacts from public lands in the following areas are being depleted at a rapid rate: Warner Lake, Christmas Valley, Beaty's Butte, Guano Valley, Gerber Reservoir and Klamath River Canyon. Petroglyphs along the Abert Rim adjacent to Highway 395 are also being vandalized. The result is highly visible graffiti in a well-travelled traffic corridor.

b. Structure and Facility Vandalism and Theft

The district expressed a concern over the vandalism which was occurring to structures and facilities. Campground facilities, radio repeaters, wells, signs, and range fences are frequently destroyed.

c. Natural Resource Theft

The Lakeview Resource Area indicated that very little theft is occurring. The Klamath Resource Area reported that theft of firewood and other forest products is significant. They reported that these types of incidents are handled through a current law enforcement agreement with the Klamath County Sheriff's Office.

d. ORV Violations

The district has historically had problems with motorized vehicles driving off designated roads and trails in the Lost Forest Research Natural Area. The Lost Forest Sand Dunes - Fossil Lake area has been designated an Area of Critical Environmental Concern (ACEC), and encompasses approximately 30,000 acres. The area contains relicts of isolated Ponderosa pine stands and significant archaeological and paleontological resources. Approximately 14,000 acres of unstabilized sand dunes are also included within the ACEC. This resource is unique to eastern Oregon. Approximately 11,000 acres of adjoining sand dunes are managed as an ORV play area. These sand dunes have been described as one of the most popular ORV recreation areas in eastern Oregon. Vehicle intrusions into the Natural Area occur mainly during Memorial Day weekend and also throughout the deer hunting season. Enforcement is presently provided by the Lake County Sheriff's Office through a law enforcement agreement.

Vehicle use in several areas within the Klamath Resource Area has been administratively restricted through either seasonal or permanent road closures to protect wildlife values. The state of Oregon has overlapping closures in the South Gerber Reservoir area, Langule area, Stukle Mountains and Klamath Hills. The state closures are enforced by state and local law enforcement agencies.

e. Wilderness Study Area Violations

The district reported only minor problems in the 11 Wilderness Study Areas (WSA's) under interim management. Violations are generally related to vehicle use by deer and antelope hunters during the spring months. District personnel conduct non-law enforcement patrols during peak use periods to advise hunters of regulations and to ask for voluntary compliance.

f. Refuse Dumping Violations

The district reported that no major problem exists; however, there is an increase in dumping and littering during the hunting seasons.

g. Recreation Site Violations

The Lakeview Resource Area reported that no major problems (other than vandalism) are occurring in the undeveloped campgrounds. Hunter camps are located throughout the district.

The Klamath Resource Area reports a few problems in their campgrounds. The less serious problems are handled by campground attendants. More serious incidents such as those related to firearms are reported to the county sheriff under the LEA.

h. Fire Violations

The Lakeview Resource Area reported that during dry years, problems exist. Some antelope and deer hunters do not comply with the fire regulations. The potential for wildland fires increases greatly during these periods. Non-law enforcement district personnel conduct patrols to advise hunters of the high fire danger and to ask for voluntary compliance.

No problem was identified in the Klamath Resource Area.

i. Drug Violations

Both resource areas indicated that the occurrence of methamphetamine labs on or near public lands was increasing. Three illegal labs were found in remote areas (land ownership unknown) of the Lakeview District within the last 12 months. The occasional production of cannabis in the Klamath Resource Area is suspected. The district is concerned for the safety of employees should they unknowingly stumble across one of these illegal operations during the course of their duties. The district suggested that aerial patrols be conducted every two months to locate suspicious activity.

No significant law enforcement problems were identified by the Lakeview District in the following categories: occupancy trespass, Wild Horse and Burro Act violations, camping longer than allowed on the public lands, interfering with BLM employees or volunteers, and special recreation permit violations.

3. Projected Violations

The Klamath Resource Area anticipates designating more areas to be closed or limited to ORV use in the future. If these areas are designated, Federal regulations will need to be enforced. There is a possibility that the issuance of special recreation use permits in the Klamath River Canyon will increase. Compliance with the Federal stipulations will be necessary and ranger assistance may be required. The theft and destruction of archaeological resources is expected to be a continuing problem. The incidence of drug crimes is expected to increase.

4. Existing Resource Protection Program

The Lakeview District has resource law enforcement agreements with sheriff's offices in two counties: (1) Lake: $4,000; and (2) Klamath: $14,000. The total expenditure for contracted law enforcement services in FY 90 was $18,000.

The district relies heavily upon the sheriffs for law enforcement assistance. Sheriff patrols in the Klamath Resource Area are for the purpose of maintaining law and order in the developed campgrounds and to deter the theft of timber products and cultural resources elsewhere. No reports of archaeological looting have been received by the State Office, however. Patrols by state and local law enforcement agencies in areas where ORV activity is restricted by state law (which correspond with BLM restricted areas) are also conducted.

The Lakeview Resource Area has specific deputy patrols in the Fort Rock, Sunstone Recreation Area, Fossil Lake, Lost Forest and Sand Dune areas. These patrols are designed to deter the theft of decorative lava stone and other natural resources; the destruction of fossils; violations of littering laws; traffic violations; and vandalism. A high visibility presence in the ORV open area (Sand Dunes) during heavy visitor use periods is also provided.

5. Recommendations

a. Establish a minimum of one additional ranger position. As part of the district planning process, conduct a ranger workload analysis after the first year to determine if additional ranger positions are necessary.

b. Evaluate existing LEA's and modify to supplement ranger patrols if necessary.

Discussion:

A full-time BLM law enforcement presence is necessary to deter and prosecute violators under federal law and provide a comprehensive resource protection program. Reliance upon local law enforcement agencies to apprehend violators and prosecute under state law is a necessary component of the total BLM law enforcement program but should not be the sole means of providing protection to these irreplaceable resources.

This is particularly true in light of the lack of state law protection for federal archaeological sites. State archaeological laws do not apply to federal sites except when a burial is involved. Factors such as abundant archaeological resources which are scattered throughout the district, community attitudes regarding the protection of archaeological resources, and the sophistication of commercial collectors (i.e. conducting illegal digs during evenings, nights and weekends when a BLM field presence is minimal or nonexistent) are contributing to the large-scale destruction of these resources on public land within the Lakeview District.

The Lakeview District is managing over 402,000 acres of land designated as Wilderness Study Areas. There are eleven identified WSA's. Enforcement of many of the regulations contained in the interim management guidelines can only be accomplished under Federal resource protection laws. Current identified problems are a direct result of hunters violating BLM vehicle closure regulations, disregard of fire laws, and littering. Many of the popular hunting areas are contained in the WSA's. These areas experience intense use during the various hunting seasons. Public education through non-law enforcement patrols is an important part of protecting these areas; however, at some point it will become necessary to enforce Federal regulations in order to gain compliance.

In addition to the WSA restrictions, over 11,000 acres have been closed to vehicle use in the Lakeview District to protect threatened plant species, fossil formations, and crucial wildlife habitat. Effective management should include periodic law enforcement patrols in these areas to deter violations.

Approximately 87,000 acres have been designated as ORV limited-use areas. All off-road vehicle use is restricted to existing roads and trails to prevent further damage to identified resources. Visitor use should be monitored to determine if compliance is occurring. When violations are observed they should be referred to Bureau law enforcement personnel for appropriate action.

The existence of a popular ORV use area (Sand Dunes) in close proximity to areas where ORV use has been restricted (WSA and ACEC), has the potential for visitor management problems. It has been identified that the problem reaches its peak during the Memorial Day weekend (when LEA patrols are provided), however it cannot be assumed that the problem does not exist during the remainder of the year.

Vandalism has occurred to many of the facilities and structures within the Lakeview District. Without regular law enforcement patrols, it can be anticipated that the problem will continue. Patrols will deter vandalism as well as provide an immediate response to any observed acts of vandalism.

A BLM law enforcement program in the Lakeview District has the opportunity to prevent resource crime. This can be accomplished through information and education and law enforcement actions. The ranger is a highly visible representative for BLM's complex resource management policies and programs. When a ranger program is established, the LEA's should be reviewed and modified. Although district personnel reported low levels of criminal violations when interviewed, many violations are probably occurring but are not being witnessed due to the large size of the district and the limited number of employees.

PART B
BURNS DISTRICT

B. Burns District

1. Demographics

The Burns District is responsible for the management of 3,349,266 acres located in a geographical area that contains 4,801,684 acres of land. This is the second largest public land base of all Oregon districts. The district has two resource areas: (1) Three Rivers Resource Area (1,776,506 acres); and (2) Andrews Resource Area (1,572,760 acres). The Burns District lies entirely within Harney County. Harney County has a population of 10,000.

Other federal agencies managing lands within the district boundaries are the U.S. Fish and Wildlife Service, Bureau of Reclamation, and the U.S. Forest Service.

PILT payments to Harney County in FY 89 were $308,000.

The district developments include three recreation sites, one remote fire guard station, one remote administrative site, remote horse corrals, and two lookouts.

2. Criminal Violations - Prohibited Act Data

Various types of resource crime have been reported and documented in the Burns District. The following information was obtained through interviews with key district employees and by reviewing past documentation contained in criminal case files. The District Office identified major areas of concern and emphasized a need to resolve these problems with law enforcement assistance. During the past three calendar years, 2% of the crimes reported to the Law Enforcement Staff occurred in Burns District (excluding LEA data).

High priority resource protection concerns were identified by the district. These include:

a. Recreation Site Violations

The Burns District manages recreation sites at the following locations: Steens Mountain, Chickahominy, and Warm Springs Reservoirs. Problems associated with management of these areas are theft and vandalism of facilities, uncontrolled ORV and snowmobile use, littering, game violations, and civil disturbances within the camping and picnicking areas. A regular law enforcement presence would deter much of this illegal activity.

b. Wild Horse and Burro Violations

The wild horse and burro program for Oregon and Washington is administered from the Burns District. Approximately five or six wild horse cases are investigated each year. Specific problems include harassment, theft, mistreatment and the illegal sale and destruction of animals. The district manages the highest number of wild horses in Oregon.

c. Archaeological Resource Theft and Destruction

Burns District contains abundant archaeological resources in the Harney Lake Basin and throughout the district. Each year as the water level in Harney and Malheur Lakes fluctuate, deposits of archaeological resources are exposed. Surface collecting and excavation of sites is creating significant impacts on the resource.

Casual theft occurs from hunters, campers, fishermen, hikers and rockhounders as they participate in their recreational activities. This type of theft is widespread and occurs frequently. Other individuals illegally collect artifacts as a hobby. As archaeological resources become more scarce (through uncontrolled surface collecting), individual collections become more valuable. It is suspected that several individuals in the Burns area are conducting commercial collecting activities. Artifacts are obtained by excavating and screening sites and burial grounds. Investigations of these activities are ongoing by the special agents.

d. Assault - Threatening Employees and Interfering with Lawful Users

Specific problems have occurred to firefighters during fire suppression activities, to employees while attempting to gain compliance with campground regulations, and to wranglers while gathering trespass horses. Employees are finding themselves involved more frequently in settling disputes between hunters and landowners over access problems. Employees have been confronted and threatened by hunters and landowners during these disputes.

e. Fire Violations

Over the past four years, the Burns District has been averaging 12 human-caused wildland fires a year. During one year, 24 fires were attributed to human causes. Investigations have revealed several arson fires. A large percentage of the fires are due to activities associated with ranching operations. Accidental escapes occur when ranchers burn the brush off their land. Some escapes are intentional. An investigation is often necessary to determine the intent.

Additional areas of concern where law enforcement assistance would be appropriate have been identified.

f. Natural Resource Theft

The theft of sand and gravel, posts and poles, and petrified wood is occurring. One area in the Stinking Water Mountains contains entire logs of petrified wood and has been commercially exploited by thieves for years. The extent of the problem is unknown. Patrols are infrequent.

g. Structure and Facility Vandalism and Theft

Administrative facilities located in Fields and Frenchglen and the horse corrals outside of Burns have all been vandalized at one time or another. The protection of three remote weather stations and two fire lookout structures is also a concern.

h. Occupancy Trespass

Two or three agricultural trespass cases and the same number of mineral cases need to be resolved. In 1988 a squatter's camp was established in the Pueblo Mountains WSA. The sheriff's office and BLM agents investigated reports of drug manufacturing on the site.

3. Projected Violations

It is anticipated that landowner/recreationist conflicts in the Steen's Mountain area will be increasing in the future. Access routes across private land have traditionally been available. Recently, there have been problems with illegal closure of public land access.

The Burns District has 23 wilderness study areas. The district is currently experiencing some ORV activity in these areas. Once designations occur, a BLM law enforcement program will play a significant role in wilderness management.

Numerous special management areas exist in the Burns District. Seventeen ACEC's have been designated. They contain scenic values, threatened and endangered species, unique plant assemblages, and unique geologic formations.

Other areas of management significance include an Outstanding Natural Area, Wild Horse Management Areas, critical habitat areas for federally-protected species, and one site which is being nominated to the National Register of Historic Sites. These areas have been given special management consideration because of the unique or sensitive values they contain. It will be necessary to manage visitor use in these areas to maintain the integrity of the designations.

Approximately 15 special recreation use permits are issued each year. The majority of these permits go to commercial guides and packers. There have been no recreation permit violations reported, but BLM must continue to provide an active management role to assure compliance with the permit system.

The occurrence of illegal drug labs and marijuana growing operations is increasing in Harney County. Within the past year the sheriff's office has seized two drug labs and one large (indoor) marijuana growing operation. These activities occurred on private lands in close proximity to public lands.

During the past year, three search and rescue operations have been conducted on public land in the Burns District. In the future, the district anticipates undertaking a comprehensive signing project. Law enforcement assistance will be necessary to reduce the theft of these signs. Cattle and horse trespass problems within the district are expected to continue requiring a ranger response, particularly regarding repeat offenders.

4. Existing Resource Protection Program

In addition to the assistance provided by the BLM special agents, the Burns District has a resource law enforcement agreement with the Harney County Sheriff's Office. The agreement was for $14,000 in FY 90. A government vehicle is also provided.

5. Recommendations

a. Establish a minimum of one additional ranger position with duty station in Burns.

b. Evaluate the existing LEA and modify to supplement ranger patrols, if necessary.

Discussion:

The visitor use problems at the various recreation sites within the Steens Mountain Recreation Lands, Chickahominy and Warm Springs Reservoirs could be reduced. A uniformed, BLM law enforcement presence in these areas would enhance BLM's image as a land manager and enable the district to enforce Federal laws and regulations on a routine basis and to explain Bureau programs and management practices to the public.

The BLM Oregon/Washington Wild Horse Program is centered in the Burns District. Enforcement of the Wild Horse and Burro Act can only be accomplished through Federal law enforcement. The Wild Horse Program is extremely visible due to media coverage. By establishing a BLM ranger position in the district, the opportunity to respond to wild horse violations in a timely manner would exist. The added capability of law enforcement would enhance the wild horse program throughout the state. Occasional needs for security when transporting trespass livestock would also be available if a ranger were stationed in the district.

The ability to deter and enforce Federal archaeological theft laws in the Burns District is necessary. A regular, high visibility patrol would reduce the theft of archaeological resources. Some of the casual theft can be reduced by educating and informing public land users such as hunters, fishermen, campers, hikers and rock collectors while they are in the field and prone to violating the law by collecting surface artifacts. The capability to conduct preliminary investigations of reported incidents on a consistent basis and in a timely fashion would strengthen cases which must be referred to the special agents and handled within the Federal criminal justice system.

Individuals who are illegally closing access on public land and threatening employees and the general public must be prosecuted. All reported incidents must be investigated as soon as possible. Ignoring this problem could have serious consequences.

All human-caused wildland fires must be investigated. Failure to do so only leads to contempt for the law and creates a situation which may get out of control. Violators should be rigorously pursued. Illegally started wildland fires destroy public land resources and have the potential to result in injury or death to firefighters and others. This problem cannot be ignored.

The numerous special management areas, including WSA's, need to be patrolled to ensure compliance with Federal regulations. The values for which the areas were established could be lost if regular patrols are not established.

Once the ranger program is established, the LEA should be evaluated and modified. The Burns District is located within a one-county area. The majority of land in Harney County is administered by the BLM (over 4 million acres). Many of the problems which occur on the BLM lands are also problems for the county and the state. A cooperative law enforcement approach with all agencies should be utilized to solve these problems. Ranger positions in the district can serve to coordinate interagency efforts.

PART C
VALE DISTRICT

C. Vale District

1. Demographics

The Vale District is responsible for the management of 5,000,555 acres located in a geographical area that contains 15,043,775 acres of land. This is the largest public land base in Oregon. The district has three resource areas: (1) Baker Resource Area (429,754 acres); (2) Northern Malheur Resource Area (1,882,275 acres); and (3) Jordan Resource Area (2,688,526 acres). The Vale District contains eleven counties. These counties are Malheur, Baker, Wallowa, Union, Umatilla, Morrow, Grant, Harney, Asotin (Washington), Garfield (Washington), and Humbolt (Nevada). The population within the eleven county area totals 154,050 people. The population of Malheur County, which comprises most of the public lands within the district, has a population of 26,500.

Other federal agencies managing lands within the district boundaries are the U.S. Forest Service, U.S. Fish and Wildlife Service, Bureau of Indian Affairs, U.S. Army Corps of Engineers, Bureau of Reclamation, and the Bonneville Power Administration.

PILT payments to counties lying within district boundaries totalled $1,484,544 in FY 89. The largest payments were received by Malheur ($646,617), Harney ($308,000), Grant ($174,177), Wallowa ($116,313).

The district developments include one detached resource area office in Baker, four guard stations, numerous reservoirs, dams, weather stations, and pipelines, several radio repeater sites, and twelve recreation sites.

2. Criminal Violations -- Prohibited Act Data

Various types of resource crime have been reported and documented in the Vale District. The following information was obtained through interviews with key district and resource area employees and by reviewing past documentation contained in criminal case files. The resource areas identified major areas of concern and emphasized a need to resolve these problems with law enforcement assistance. During the past three calendar years, 10% of the crimes reported to the Law Enforcement Staff occurred in the Vale District. (NOTE: This is the third highest level of reported crime in Oregon and the second highest among eastern Oregon districts).

The Malheur Resource Area and the Jordan Resource Area offices are attached to the district office located in Vale, Oregon. The Baker Resource Area is detached and located in Baker, Oregon.

All three resource areas have law enforcement needs. These needs are similar in some respects, however, resource protection problems vary among the resource areas due to varying program emphases. This analysis considers the similarities and differences within the district.

High priority resource protection concerns were identified by each resource area office. These concerns include:

a. Archaeological Resource Theft and Destruction

Theft and destruction of archaeological resources was identified as a major problem in all three resource areas. Collection occurs or has occurred on almost all of the Vale District's 930 known cultural resource sites. It was estimated that only one in 80 prehistoric campsites retain any whole projectile points on their surfaces. Of the known shelters and rock overhangs, illegal digging has occurred at over 90% of them. The worst identified case, Potter's Cave on the Owyhee River, has a 9-foot deep hole whose lateral extent is limited only by huge boulders roughly 18 feet apart which are likely to fall in if further undermined. Repecking of petroglyphs has been a common occurrence. It is estimated that at least one figure has been altered on 75% of all known petroglyph panels.

Most of the reported and observed instances of illegal activity occur during spring weekends or, to a lesser extent, in autumn. The present destruction and theft is primarily done by those who know that it is against the law but who persist because they believe the law is wrong.

Two National Register Sites exist in the Vale District: (1) a 5 mile portion of the Snake River in the Baker Resource Area, and; (2) Keeney Pass in the Malheur Resource Area.

b. Structure and Facility Vandalism and Theft

The Vale District reports one of the highest levels of vandalism and theft. Vandalism occurs most often to structures located near large population centers. The Keeney Pass Interpretive Site and the National Air Quality Site on Vines Hill are vandalized several times a year. Cattleguards and signs have been stolen from various locations throughout the district.

In the past, damage has occurred to structures and facilities at the following locations: Birch Creek and Morrison Ranch area; Ventura guard station; Chukar Park, Twin Springs, and Leslie Gulch Recreation Sites; and the Cottonwood, Mahogany Mountain, and Monument Peak radio sites.

The Baker Resource Area has experienced vandalism problems at the BLM wareyard and in the Federal Building parking lot. Vehicle tires have been slashed and gasoline siphoned. There has also been theft of government property from the wareyard such as tools, chainsaws, gasoline cans and BLM portable radios. A government vehicle was stolen from the Federal Building parking lot. Government property such as signs and fence posts have been stolen from various project sites.

Recreation facilities managed by the Baker Resource Area have also been vandalized. The Oregon Trail Interpretive Site has had bullet holes shot in the interpretive signs and a BLM trailer has been damaged at the Spring Recreation site. Signs and outhouses are also frequently destroyed throughout the resource area.

c. Natural Resource Theft

Approximately six incidents involving the theft of sand and gravel are reported each year from the Vale and Ontario area. The theft of sand and gravel is also a problem in the McDermitt Area.

Six or seven incidents involving the theft of firewood are reported in the Castle Rock area each year. The theft of firewood in the Baker Resource Area is an ongoing problem. It is estimated that approximately 40 incidents per year occur on Lookout Mountain and the South Fork of the Walla Walla River. The resource area office sells between 30 and 50 firewood permits per year.

During 1987, two commercial timber thefts were investigated in the Baker Resource Area. The U.S. Attorney's Office declined prosecution on both cases. These incidents underscore a need for close monitoring of timber cutting operations associated with contract sales.

d. Recreation Site Violations

Three fee campgrounds exist in the Vale District: Chukar Park, Antelope Reservoir, and the Spring Recreation Site. Vandalism of facilities, discharging of firearms, and littering are identified problems. The district is not aware of any fee collection problems. Campers are on the honor system regarding the payment of camping fees. Campers at the Spring Recreation Site in the Baker Resource Area occasionally stay for extended periods of time.

Developed campgrounds at Snively Hot Springs, Twin Springs, Leslie Gulch, Cow Lakes, Keeney Pass, Rome Launch Site, and a number of undeveloped sites have all experienced camper-related problems.

e. Special Recreation Permit Violations

During a normal water year, 40 or more special recreation use permits are issued to commercial outfitters on the Owyhee River. Violations of permit stipulations are occurring. Non-enforcement river rangers conduct compliance checks but do not have the authority to pursue criminal violations.

The Baker Resource Area and the U.S. Forest Service are each responsible for managing visitor use on their respective sections of the Grande Ronde River. Through an agreement, the Walla Walla Ranger District (Forest Service) issues all special recreation use permits. The BLM uses non-law enforcement seasonal river rangers to manage visitor use along the river. The river rangers have reported incidents involving commercial guides who have not obtained commercial use permits. Also, numerous littering incidents have been observed. This information must be passed on to either state (for the littering violations) or BLM law enforcement officers (for permit violations) before criminal actions can be initiated. The delay in response time has created problems. In 1987, the river rangers reported an incident involving a local landowner who was suspected of illegally removing timber from BLM land within the scenic river corridor. Because of lack of personnel, the investigation was conducted several months later.

Each year, five or six special recreation use permits are issued in the Vale District for horse endurance rides and ORV events. A problem has not been identified, but personnel have not been available to conduct on-the-ground compliance checks.

f. Contract Compliance

Obtaining compliance with timber contracts, grazing leases and mining notices has been a substantial problem in the Baker Resource Area. Administrative actions are often time consuming and create an additional workload for the various resource specialists.

In the Malheur Resource Area, mining activities are being conducted without permits. An average of ten incidents a year have been identified. Also, problems exist with claimants not conducting rehabilitation measures as stated in their mining notices.

The Jordan Resource Area identified a need for law enforcement assistance in conducting impoundment actions involving unauthorized livestock. An ongoing problem exists in the McDermitt area. Vale administers the second largest number of grazing leases and permits in Oregon (a total of 488 in FY 89) and the second highest number of wild horses.

Additional areas of concern where law enforcement assistance would be appropriate have been identified.

g. ORV Violations

Uncontrolled ORV use is a problem on public lands near the large population centers of Ontario, Vale, and Nyssa. This is a particular problem where ORV use is occurring in ACECs which have been designated to provide protection to sensitive and rare plant species.

The Vale District manages 15 ACECs where special management attention is required in order to protect and prevent irreparable damage to important historic, cultural or scenic values, fish and wildlife resources or other natural systems or processes. Special management attention includes maintaining current ORV closures in these areas.

The public lands within the Vale District have been designated open, closed or limited to ORV use. Off-road vehicle use in restricted areas such as the Owyhee National Wild River (which contains 34,000 acres) and the WSAs (1.2 million acres) is a significant problem.

Off-road vehicle violations are occurring in the Denny Flats area managed by the Baker Resource Area. All vehicle use has been limited to existing roads and trails to prevent damage to paleontological resources. The soils in this area are highly erodible and uncontrolled ORV use will destroy the protected resources.

h. Refuse Dumping Violations

There are several unauthorized dumpsites on public land in the Vale District. The worst problems occur near large population centers in Ontario, Vale, and Nyssa. In the southern part of the district, household dumps have been located near Burns Junction, Rome, and McDermitt.

In the Baker Resource Area, dumpsites have been identified along the south fork of the Walla Walla River, Herford, Pine Creek, Echo Meadows, Virtue Flat, Pleasant Valley, Richland, and Cable Creek areas. In many instances, household hazardous waste has been discovered within these dumps.

Many dumpsites are cleaned up once resource personnel contact the subjects who are responsible. There are also many occasions when subjects are unwilling to cooperate. Uniformed law enforcement assistance could contribute toward the reduction of this problem.

i. Fire Violations

The Vale District reports the second highest level of arson and the highest level of human-caused fires in Oregon. Arson has been a particular problem in the McDermitt area. Approximately 6 to 10 arson-caused fires per year have occurred during the past three years. An interagency arson task force is currently working on the McDermitt arson problem.

There have been occasional human-caused fires in the Pedro Mountain area of the Baker Resource Area. Wildland fires have occurred on public land when adjacent landowners have failed to exercise proper precautions while conducting burning operations on their land. These fires have escaped onto surrounding public lands.

j. Occupancy Trespass

Approximately 20 to 40 occupancy trespass cases exist in the Baker Resource Area. Some of these are associated with mining and millsite claims. Trespass recreational cabins and structures have been identified along the Grande Ronde and Snake Rivers. One millsite claim is occupied by an individual who may be potentially dangerous. He has been generally uncooperative in the past and has been seen wearing a firearm in the Federal Building in Baker. Occupancy trespasses have been located in the following areas: Snake River Breaks, Pedro Mountain and Clark Creek area, Pine Creek Hereford area, and in the Burnt River Canyon.

Other problems have been identified which require law enforcement assistance. Some landowners have illegally posted "No Trespassing" signs and locked gates on BLM land. There have been problems between lessees and hunters in the Ironsides area and also in the Stockade Planning Unit. These problems are becoming more frequent each year.

K. Drug Crimes

Cannabis cultivation has occurred in the Elk Creek area of the Baker Resource Area. Additional areas are suspected cultivation sites within the district. Illegal meth labs are also a growing concern.

3. Projected Violations

The Vale District has 31 Wilderness Study Areas which total 1.2 million acres. The district is currently experiencing some ORV activity in these areas. Once designations occur, a BLM law enforcement program will play a more significant role in wilderness management.

If agricultural trespass incidents continue to increase in the Jordan Resource Area, this could create an additional workload requiring federal law enforcement assistance.

The number of incidents involving clandestine drug labs in Malheur County is increasing. Large, open, and undeveloped spaces surround the Ontario, Nyssa, and Vale population centers. In the future, such illegal drug operations may negatively impact the district's ability to conduct safe field operations.

Several recreation-related developments are being considered for the Vale District. The National Historic Oregon Trail Interpretive Center is a multi-million dollar project currently in the planning stage. The proposed facility will be located on Flagstaff Hill on BLM land in the Baker Resource Area. It is anticipated that hundreds of thousands of visitors will visit the site each year.

The Baker Resource Area is currently finalizing an agreement with cooperative agencies to develop a long-term recreation management plan for the Snake River. The plan would address visitor management opportunities in heavily-used areas such as Brownlee Reservoir, Oxbow Pool, and Hells Canyon.

Over 100 miles of rivers (sections of the Burnt River, Powder River, Grande Ronde River and Joseph Creek) within the Baker Resource Area are being studied for possible designation as Federal Wild, Scenic or Recreational Rivers. If these designations occur, special rules will be published. The ability to enforce these federal regulations will be necessary. Special rules will be written and implemented in the Owyhee National Wild River designated area during the 1989 float season. These are federal rules and will require federal enforcement by ranger personnel.

4. Existing Resource Protection Program

The Vale District has resource law enforcement agreements with sheriff's offices in two counties: (1) Malheur: $9,720; and (2) Baker: $2,280 (FY 90). The total expenditure for contracted law enforcement services in FY 90 was $12,000. Funding for LEA's within the district has been reduced, therefore, reimbursable county patrol services have been reduced proportionately from levels during previous years.

Bureau of Land Management seasonal river rangers conduct patrols on the Owyhee River within the National Wild River designated area. The patrols are conducted while floating the river. The river rangers provide information and education to the various visitors who use the river. They also conduct compliance checks on the numerous special recreation use permits which are issued to commercial river guides. River patrols are also conducted on the Grand Ronde River in the Baker Resource Area.

None of the BLM river rangers have been delegated federal enforcement authority. Their role is to provide information and education to river users and to monitor visitor use within the river corridors. When violations are encountered, the river rangers submit a report to their supervisors. A follow-up criminal investigation by a BLM special agent or a state officer is conducted if the violation is severe enough. A great amount of time and effort is necessary to respond to a routine littering incident or permit violations. This is a cumbersome and ineffective method for dealing with criminal violations. In some cases, depending on the nature of the violation, administrative actions are pursued.

5. Recommendations

a. Establish two additional ranger positions in the district with duty stations in Vale and Baker. As part of the district planning process, conduct a ranger workload analysis after the first year to determine if additional ranger positions are necessary. The District Ranger should administer the LEA Program and supervise the field rangers.

b. Evaluate existing LEA's and modify to supplement ranger patrols if necessary.

Discussion:

The most immediate need for the establishment of a BLM law enforcement program in the Vale District is on the Owyhee and Grand Ronde Rivers. Both rivers receive concentrated visitor use. Existing non-law enforcement patrols are an effective means to inform and educate a certain segment of the public, however, without law enforcement authority, the blatant offenders will continue to violate the rules and regulations.

A 120-mile segment of the Owyhee River has been designated as a National Wild River. Within the Wild River corridor, four Wilderness Study Areas have been identified. The BLM has a national mandate to provide resource protection to these special management areas. A considerable amount of manpower and funding has been obligated to provide administrative protection through the designation process and the National Wild River Management Plan. Implementation and compliance with the special management actions is dependent upon enforcing federal laws.

Visitor use on the Grand Ronde River is managed by the Forest Service and the BLM. The Forest Service presently issues all of the special recreation use permits including permits for commercial use occurring on the BLM-managed portion of the river. The Forest Service has law enforcement personnel available to enforce Forest Service regulations on their section of the river. For effective and consistent management on the river, BLM should provide federal law enforcement capabilities on the portions of the river under BLM management. The opportunity exists to become a cooperative law enforcement partner with the Forest Service as is presently occurring on the Rogue River in the Medford District. This would result in a better resource protection program for the entire river.

In addition to river management, ranger positions in the Vale District would provide other valuable resource protection functions. Known archaeological sites, susceptible to theft and destruction, could be monitored on a consistent basis. The option to pursue immediate law enforcement actions would be available when violations were detected. Past archaeological theft problems in McGraw Creek demonstrate another need to form a cooperative law enforcement partnership with the Forest Service, the agency responsible for managing the adjoining Hell's Canyon Wilderness Area.

Ranger patrols would reduce firewood theft, littering, and gain compliance with regulations in the district's numerous campgrounds. Rangers would be available to assist resource specialists with compliance checks on mining claims and timber contract sale areas. Rangers could respond to problems which involve conflicts between public land users and private landowners. Conflicts often occur when gates on public land are illegally locked and "No Trespassing" signs are illegally posted. Another area of concern involves the investigation of human-caused fires. In many instances, the individuals responsible for causing these fires should be held liable for the costs incurred to control them.

Off-road vehicle problems have been identified on public lands near the large population centers of Ontario, Nyssa, and Vale. Uncontrolled ORV use in special management areas such as WSA's and ACEC's should not be tolerated. Enforcement of existing federal regulations should be pursued when appropriate.

An illegal dumping problem has been identified. When illegal dump areas are established, they frequently evolve into an informal community dumpsite. Areas where dumping is not regulated are sometimes used for the disposal of household hazardous wastes and animal carcasses. These areas can create a public health hazard. In addition, underground water sources and streams can become contaminated. It is a crime to create illegal dumpsites on public land and it should be treated as such. Violators should be subjected to more than just an administrative phone call informing the individual to clean up his trash. The use of a ranger program would greatly reduce this problem.

A considerable number of occupancy trespass cases exist in the Baker Resource Area. Based on past incidents, it is believed that several of the individuals involved may be dangerous. The option of using BLM law enforcement assistance (as well as State and local law enforcement assistance) to abate these trespass cases should be considered.

An additional need for law enforcement capabilities has been identified. When the National Historic Oregon Trail Interpretive Center is completed, it will become necessary to assign a ranger to the Baker Resource Area on a full-time basis. A ranger will need to be available to respond to incidents which require law enforcement assistance. The visitor management program must have the option to deal with law enforcement problems on an "as needed" basis. Delayed response times will only contribute to ineffective management.

Until a BLM law enforcement program becomes fully operational, it is recommended that resource protection be provided through LEA's. Major problem areas have been identified. The long-term resolution of these problems will require a cooperative effort between Federal, State, and local law enforcement agencies. Existing LEA's should be individually evaluated to determine how they could best support a BLM resource protection program.

PART D
PRINEVILLE DISTRICT

D. Prineville District

1. Demographics

The Prineville District is responsible for the management of 1,600,000 acres located in a geographical area that contains several million acres. The district has two resource areas: (1) Central Oregon Resource Area (900,000 acres); and Deschutes Resource Area (700,000 acres). The Prineville District contains twelve counties. These counties are Crook, Deschutes, Gilliam, Hood River, Jefferson, Klamath, Lake, Morrow, Sherman, Wasco, Wheeler, and Grant. The population within the twelve-county area totals 209,180 people.

Other federal agencies managing lands within the district boundaries are the U.S. Forest Service, the Bureau of Indian Affairs, and the Bureau of Reclamation.

PILT payments to counties lying within the district boundaries totalled $1,081,963 in FY 89. The largest payments were received by Lake ($308,000), Klamath ($214,491), Grant ($174,177), Deschutes ($143,061), and Crook ($93,896).

The district developments include three recreation sites, over 90 toilet facilities, four fire stations, and several radio microwave stations.

2. Criminal Violations -- Prohibited Act Data

Various types of resource crime have been reported and documented in the Prineville District. The following information was obtained through interviews with key district employees and by reviewing past documentation contained in criminal case files. The District Office identified major areas of concern and emphasized a need to resolve these problems through a law enforcement capability. During the past three calendar years, 14.5% of the crimes reported to the Law Enforcement Staff occurred in the Prineville District.

High priority law enforcement casework identified by the district includes:

a. Special Recreation Use Permit Violations

There are numerous illegal guides and outfitters operating within the district. Most of these are commercial river runners on the Deschutes River with a lesser amount operating on the John Day River. Violations range from operating without a permit to shortcutting permit stipulations. These persons are difficult to catch and require considerable investigation. There is at least one known illegal outfitter that guides hunters in the Clarno Area without a permit. There is reason to believe that other illegal outfitting operations also exist. Efforts by district personnel to obtain relevant information have been limited and unsuccessful. This has resulted in little success in preventing these actions from reoccurring. The district currently issues the second highest number of recreation use permits in Oregon.

b. Wilderness Study Area Violations

Recreationists, hunters and fishermen use the district's 15 WSA's on a regular basis. This creates problems for interim management. Although regulations restrict vehicles to existing roads and trails, violations frequently occur when individuals travel to their favorite fishing or hunting areas. The WSA's are used extensively by rockhounders. The potential exists for individuals to create unauthorized disturbance through the use of shovels and power equipment. Campers are illegally cutting firewood in the WSA's as well as leaving behind numerous trash dumps.

These illegal activities are occurring on a continuous basis. The Badlands and Steelhead Falls WSA's have been impacted the greatest. Without a regular law enforcement presence these problems will continue to exist in the WSA's. These areas have to be monitored closely and violators dealt with to prevent escalation of the situation.

c. Fire Violations

The Prineville District reports the highest level of arson amongst Oregon districts. The District has maintained an active program of fire trespass investigation which has resulted in the collection of damage and fire suppression costs. The continuance of this program will help prevent future human-caused fires. Many of the fires are started by careless campers, boaters, and recreationists on the Deschutes River during high fire danger, despite fire closure orders. There are a few fires started by landowners which escape onto public lands. A high potential also exists for escaped campfires on the John Day and Crooked Rivers.

The addition of Federal law enforcement capabilities would strengthen the district's response to fire violations. Fire prevention is also a high priority within the district.

d. Archaeological Resource Theft and Destruction

The Prineville District is equalled only by Lakeview in the number of archaeological violations reported each year. The destruction of pit houses, caves, artifacts and rockshelters continues to occur. It is estimated that 85% to 95% of the rockshelters inventoried within the district have been illegally dug.

Prehistoric skeletal remains which are protected by state law as well as Federal law are occasionally exposed by wind and rain. These remains are being illegally removed from public land. This is a great concern to Native Americans living in the area. The district's monitoring of known sites has increased their understanding of where, when, and to what degree this looting is occurring. Investigations have shown that selling of illegally obtained artifacts is occurring in central Oregon.

Artifact collecting activities in central Oregon are pursued on two levels. Commercial thieves are very active. Illegally obtained collections are being sold for thousands of dollars. These artifact traffickers are becoming very sophisticated.

They conduct their activities during evenings and weekends to avoid detection by Bureau employees. They concentrate on remote areas seldom monitored by field personnel. Some commercial pothunters backfill sites after they loot them in an attempt to conceal their digging and to hinder the investigation.

Surface collecting and site digging by hobbyists is also extremely destructive because of the large numbers of violators engaged in these illegal activities.

Vandalism to pictographs is increasing. Individuals are scratching, painting, and shooting at rock art panels. The prevention of these illegal activities ultimately depends on a committed law enforcement program.

Medium priority law enforcement casework identified by the district includes:

e. Natural Resource Theft

Currently, the district does not have the time to patrol the firewood areas in the Powell Butte, Bend, La Pine, and Grant County areas to prevent theft or unauthorized removal of firewood material. When a violation is reported, a plan of action for follow-up does not exist. Under current policy, if the violations are severe enough, the subjects are formally investigated. This is time consuming and costly. Most violations are of a minor nature: cutting firewood without a permit, cutting on an expired permit, and failure to properly post load stubs.

The solution to this concern is to initiate patrols by a law enforcement officer.

The Prineville District issues approximately 2,000 fuelwood/ firewood permits per year for 8 to 10 thousand cords of material. It is estimated that the theft from the District is one to two thousand cords per year.

Forest Service personnel have identified problems associated with BLM's lack of law enforcement presence as it relates to the enforcement of the Forest Service's firewood/fuelwood regulations. Forest Service law enforcement officers actively enforce firewood/fuelwood regulations. Their attempts to enforce Forest Service regulations are frustrated when subjects produce invalid BLM firewood permits. The subjects claim that the firewood was obtained from BLM land adjacent to or near National Forests. The information concerning these violations is forwarded to the BLM office, but little follow-up action or investigation is initiated. The frequency of these firewood thefts make it too cumbersome to deal with through the civil trespass program. The lack of BLM law enforcement officers available for follow-up investigation usually results in these cases assuming a low priority.

Unscrupulous individuals (some may be involved in commercial theft) have been observed on numerous occasions abusing the present system. Forest Service permittees are cited "on the spot" for this violation while BLM permittees seldom are held accountable. Without a BLM law enforcement presence in the field it will be difficult to obtain compliance from individuals intent on disregarding these regulations.

f. Refuse Dumping Violations

There are a limited number of garbage disposal areas. These landfills charge a fee to dump refuse. Consequently, greater numbers of people are dumping their household trash on public land to avoid paying a fee.

In some instances, it is more convenient for individuals in the smaller communities to dump their waste on public land rather than use a designated landfill. Where this occurs, health problems exist. The district has received complaints about dogs dragging discarded animal carcasses from public land to local residences.

This illegal use of public lands needs to be investigated and the people responsible should be notified. The responsible individuals should clean up the area and in most cases be cited for illegal dumping. This is a significant problem on the public lands in Deschutes, Crook, and Jefferson Counties, primarily on public lands near Bend, Redmond, Terrebonne, Alfalfa, and Prineville.

g. ORV Violations

The district has designated areas as open, closed or seasonal use for ORVs. There are many occasions when ORV use has occurred in closed areas. The problem is most prevalent within the Sutton Mountain Management Area and near the Deschutes and Crooked Rivers.

Additional areas of concern where law enforcement assistance would be appropriate have been identified. One of these areas is the Millican Valley ORV Recreation Area. Various enforcement problems/issues exist within the Recreation Area and need to be addressed. Problems include: unsafe shooting of firearms, littering, extended camping, dumping RV holding nearby WSA's, and ORV violations of seasonal closures for deer and sage grouse.

h. Structure and Facility Vandalism and Theft

Damage to recreation facilities amounts to approximately $2,000 to $3,000 per year. There is also damage occurring to range improvements on a sporadic basis.

i. Occupancy Trespass

Considerable occupancy trespass is associated with mining operations as well as squatters. The main problem area is in the Blues and Strawberry Mountains in Grant County.

There is a need for an established camping time limit on the general public lands within the district. Extended camping is occurring along the Deschutes and Lower Crooked Rivers, especially during the spring and summer months. Occasional violations have been reported in Deschutes and Crook Counties also.

j. Interfering with Lawful Public Land Users

Many times ranchers and other private landowners post public land with "No Trespassing" signs, lock gates, and close off roads with legal public access. This illegal closure of public lands for private use needs to be investigated and the roads re-opened, signs removed, and follow-up action taken with the offending private landowners. This especially occurs during deer and elk season. These problems occur throughout the district and are more predominant in Grant, Sherman, Gilliam, Wheeler and Crook Counties.

k. Wild Horse and Burro Violations

Law enforcement personnel (both agents and rangers) are needed periodically to investigate illegal transfer, sale or slaughter of adopted wild horses and to investigate illegal harassment while gathering wild horses on the range.

l. Drug Violations

The illegal cultivation of cannabis has been known to occur infrequently on and near public land within the Prineville District. Due to the short growing season, cultivation is more often done indoors. However, small patches can sometimes be found on public land irrigated by small streams and springs, scattered along riparian areas such as the Crooked and Deschutes Rivers and potentially on the John Day River. No sites have been reported during the past two years.

3. Projected Violations

No formal campground fee areas exist within the district at the present time. However, it is anticipated that by 1991, eight sites will be converted to fee areas through the Federal Register process. These sites presently exist along the Deschutes and Lower Crooked River. Law enforcement problems are occurring in these areas. Once the campgrounds become official fee areas, there will be a need to enforce the federal regulations associated with developed campgrounds. These regulations include failure to pay fees, illegally discharging firearms in the campground, and littering.

Over 658 miles of rivers within the Prineville District may be recommended as Wild, Scenic or Recreational Rivers. If these designations occur, special rules will be published. The ability to enforce Wild and Scenic River regulations will be necessary. Since these are misdemeanor violations, a ranger is best suited to handle them.

4. Existing Resource Protection Program

The Prineville District has developed resource law enforcement agreements (LEAs) with sheriffs offices in six counties: (1) Crook: $3,000; (2) Deschutes: $7,000; (3) Grant: $1,800; (4) Jefferson: $1,800; (5) Wasco: $3,720, and (6) Wheeler: $1,800. The total expenditure for contracted law enforcement services in FY 90 was $19,120.

The LEAs specifically define geographical areas and time periods in which patrols must occur. The intent is to provide high visibility patrols on the public lands receiving the most intense visitor use. Patrol priorities include preventing vandalism to BLM campground structures, ensuring compliance within WSA's, and deterring the destruction and theft of natural resources.

5. Recommendations

a. Establish two additional ranger positions in the district for a total of three, with duty stations in Prineville. As part of the district planning process, conduct a ranger workload analysis after the first year to determine if additional ranger positions are necessary. The District Ranger should administer the LEA Program and supervise subordinate ranger personnel.

b. Evaluate the existing LEAs and modify to supplement the ranger patrols if necessary.

Discussion:

The Prineville District's resource protection program can be greatly improved through the use of BLM law enforcement ranger patrols. The district is experiencing difficulties in achieving implementation of program policies and plans without the assistance of federal law enforcement capabilities.

The utilization of a ranger program in the district would enhance the district's existing law enforcement capabilities. Frequent coordination with the various county sheriffs by a local BLM law enforcement representative would provide additional continuity between programs and agencies and ultimately result in more efficient law enforcement agreements.

Effective federal uniformed patrols would provide the following: strengthen respect for BLM regulations on the Deschutes River; deter human-made impacts within WSA's; strengthen human-caused fire investigations; emphasize the BLM's commitment to the protection of archaeological resources; instill integrity in the firewood permit program; reduce the trend of utilizing public lands for dumpsites near small communities; provide a necessary link for the implementation of plans (i.e. Sutton Mountain) and on-the-ground management (enforcing ORV regulations in closed or limited use areas); allow for immediate response to reports of vandalism to BLM structures; identify and pursue occupancy trespass situations in a timely manner; abate landowner/recreationist conflicts in the field; and identify and assist with problems associated with cannabis cultivation and clandestine labs before employees and the public become unknowingly involved.

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6. Recommendations

a. Establish two additional ranger positions in the district for a total of three, with duty stations in Prineville. As part of the district planning process, conduct a ranger workload analysis after the first year to determine if additional ranger positions are necessary. The District Ranger should coordinate the LEA Program and supervise subordinate ranger positions.

b. Evaluate the existing LEAs and modify to supplement the ranger patrols if necessary.

Discussion:

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PART E
SALEM DISTRICT

E. Salem District

1. Demographics

The Salem District is responsible for the management of 397,175 acres located in a geographical area that contains 10,880,000 acres of land covering over 17,000 square miles. The district has five resource areas: (1) Alsea (80,000 acres); Clackamas (75,000 acres); Santiam (88,000 acres); Tillamook (67,000 acres); and Yamhill (87,000 acres). The Salem District contains twelve counties. These counties are Benton, Clackamas, Clatsop, Columbia, Linn, Lincoln, Marion, Multnomah, Polk, Tillamook, Washington, Yamhill, plus a small portion of northern Lane County. The population within the twelve county area totals 1,694,100 people. Portland, the largest city in Oregon, lies within the boundaries of the district.

Other federal agencies managing lands within the district boundaries are the Bureau of Indian Affairs, the U.S. Army Corps of Engineers, the U.S. Forest Service, and the U.S. Fish and Wildlife Service.

O&C payments totalled $21,803,485 in FY 88. The largest payments were received by Clackamas ($6,042,285), Benton ($3,059,247), Linn ($2,874,168), Polk ($2,351,592), and Columbia ($2,228,658). PILT payments to the twelve counties totalled $298,193.

The district developments include five recreation sites, one detached resource area office (Tillamook), an extensive road system, one seed orchard, four road maintenance shops, and an installation at the Yaquina Head Outstanding Natural Area (YHONA) overlooking the Pacific Ocean. The YHONA receives over 250,000 visitors per year, making it the most heavily visited public land area in Oregon. Yaquina Head is a distinctive promontory along the central Oregon coast near Newport. One of YHONA's significant features is a century-old lighthouse, Oregon's tallest and second oldest lighthouse.

2. Criminal Violation - Prohibited Act Data

Various types of resource crime have been reported and documented in the Salem District. The following information was obtained through interviews with key district and resource area employees and by reviewing past documentation contained in criminal case files. The resource areas identified specific areas of concern and emphasized a need to resolve these problems with law enforcement assistance. During the past three calendar years, 18.5% of the total crimes reported to the Law Enforcement Staff have occurred in the Salem District (excluding LEA data).

High priority resource protection concerns were identified by the district. These concerns include:

a. Natural Resource Theft

The theft of timber, firewood, boughs, bear grass, and other forest products is occurring throughout the district. In fact, the district reports one of the highest levels of timber theft. In conjunction with this, there is a high level of unauthorized road use by commercial forest product users.

Area managers report that there are occasional thefts of rock, sand, and gravel. It is expected that game poaching occurs on a regular basis, sometimes in conjunction with cannabis cultivation.

The district has natural gas exploration and development occurring near Mist. There is gold prospecting and oil and gas exploration occurring throughout the district. These activities require compliance monitoring.

b. Recreation Site Violations

The Yaquina Head Outstanding Natural Area is experiencing frequent burglaries, vandalism, closed area violations, and archaeological theft. The presence of high visitor use and lack of regular enforcement patrols result in frequent closed area violations. These violations continue to occur even when BLM personnel are on-site.

The district has 15 recreation sites. Recreation site managers all report problems with users who refuse to comply with federal regulations, including illegal discharge of firearms within site boundaries, littering, and late night drinking parties. In the Tillamook Resource Area, some facilities were closed due to repeated incidents of vandalism.

c. Drug Violations

The district is experiencing an escalating level of illegal drug activity. This includes cannabis cultivation, drug labs, and drug trafficking. There have been incidents involving booby-trapped gardens and BLM roads. In 1987, there were 78 meth labs raided within the boundaries of the district. This is the highest frequency of illegal labs in Oregon. In 1989, 25% of the total number of cannabis raids on BLM lands in Oregon occurred in the Salem District.

d. Assault -- Threatening Employees

BLM employees and the public have been threatened by users of BLM recreation sites and suspected cannabis cultivators.

e. Structure and Facility Vandalism and Theft

The Salem District reports one of the highest levels of theft and vandalism of structures and facilities of all Oregon districts.

Area managers estimate a cost of $2,000 per year in sign loss in each resource area. This doesn't include road signs which are frequently shot up. Thefts occasionally occur at the Willamina Road Maintenance Shop and the Walter Horning Seed Orchard.

f. Archaeological Resource Theft and Destruction

Salem District contains numerous prehistoric Indian sites including a significant shell midden site at Yaquina Head. This site was illegally excavated a few years ago. The Santiam Resource Area reports frequent collection from some of their archaeological sites. Clackamas Resource Area is experiencing surface collection at sites in the Table Rock Wilderness Area. A rock art site in this wilderness area has been vandalized. In addition to these prehistoric sites, there are a number of historically important abandoned homesteads, old mills, and bridges which are experiencing vandalism and collection activity.

g. Refuse Dumping Violations

The most significant dumping involves hazardous materials, including illegal drug lab chemicals. There are repeated incidents of dumping of household refuse, tires, and other commercial refuse.

Additional areas of concern where law enforcement assistance would be appropriate have been identified.

h. Wild Horse and Burro Violations

During the past five years the district has reported the highest incidence of violations of the Wild Horse and Burro Act. These violations involve adoption compliance problems such as inhumane treatment, negligence, and sale.

i. Occupancy Trespass

The district has reported the second highest incidence of occupancy trespass amongst Oregon districts. There have been frequent problems with "squatters" camping for extended periods of time in the district. Some of these may be associated with illegal drug cultivation or manufacture. There are occasional encroachments on public land by adjacent private land owners.

j. Unauthorized Grazing

Some grazing trespass occurs in forest plantations. This results in damage to newly-planted seedlings.

3. Projected Violations

Cannabis cultivation trends in western Oregon indicate a move by growers from southwest Oregon to northwest Oregon. In 1988 and 1989 there were record numbers of gardens found in BLM lands in the Salem District. In 1988, officers raided cannabis gardens in eight of the twelve counties which lie within district boundaries. In 1989, raids were conducted in nine counties. This trend is expected to continue. The incidence of illegal drug lab activity will also increase. Visitation and associated visitor use problems at Yaquina Head, the Nestucca area, and other district developed sites is expected to increase.

4. Existing Resource Protection Program

The Salem District has a resource law enforcement agreement for enforcement of state laws with the Yamhill County Sheriff's Office totaling $5,000 (FY 90). An LEA with Clackamas County was discontinued in 1989.

5. Recommendations

a. Establish a minimum of three additional ranger positions in the district with duty stations in Salem. Consideration should be given to placing one of the three positions in the Tillamook R. A. As part of the district planning process, conduct a workload analysis after the first year to determine if additional ranger positions are necessary. The District Ranger should supervise all subordinate ranger personnel.

b. Evaluate the existing LEA program and modify to supplement the ranger patrols if necessary.

Discussion:

The proximity of Oregon's largest population base to the public lands in Salem District and the multi-county law enforcement jurisdictions within the district boundaries will require additional law enforcement capability. This capability can best be provided by BLM ranger personnel who can patrol public land within the entire twelve-county area. Routine ranger patrols within the district will assist the Bureau in detecting illegal drug labs and cannabis gardens and provide a regular flow of intelligence information to the Bureau's Drug Coordinator. In administering the LEA program, rangers serve as the on-the-ground liaison with state and local law enforcement agencies, thereby increasing coordination efforts and interagency cooperation.

PART F
EUGENE DISTRICT

F. Eugene District

1. Demographics

The Eugene District is responsible for the management of 316,600 acres located in a geographical area that contains 3,357,200 acres of land. The district has three resource areas: (1) Coast Range (117,500 acres); McKenzie (103,500 acres); and South Valley (95,600 acres). The Eugene District contains four counties. These counties are Lane, Linn, Benton, and Douglas. Approximately 91% of the district's lands lie within Lane County. The population within the four county area totals 268,000 people.

Other federal agencies managing lands within the district boundaries are the U.S. Army Corps of Engineers and the U.S. Forest Service.

O&C payments totalled $31,437,932 in FY 88. PILT payments totalled $281,314. The largest payments were received by Douglas County.

The district developments include four recreation sites, three road maintenance shops, a seed orchard, and an extensive road system.

2. Criminal Violation -- Prohibited Act Data

Various types of resource crime have been reported and documented in the Eugene District. The following information was obtained through interviews with key district and resource area employees and by reviewing past documentation contained in criminal case files. The resource areas identified specific areas of concern and emphasized a need to resolve these problems with law enforcement assistance. During the past three calendar years, 6% of the total crimes reported to the Law Enforcement Staff have occurred in the Eugene District (excluding LEA data).

High priority resource protection concerns were identified by the district. These concerns include:

a. Natural Resource Theft

The district reports there is timber, firewood, and minor forest products theft occurring. No other natural resources were reported by the district as being threatened.

b. Drug Violations

The Lane County area is experiencing a high level of cannabis cultivation. In 1987 29% of the raids conducted on public lands in Oregon occurred in Lane County. In 1989, 20% of all raids on the public lands occurred in the district. There is also evidence of a serious problem with illegal drug labs and other drug activity. In 1987, 29 illegal labs were raided within district boundaries. This is the second highest incidence of drug lab activity of all Oregon districts. In 1987, a drug-related homicide occurred in a BLM campground in the district.

c. Refuse Dumping Violations

According to the district's area managers, this is a significant problem in the district. The half-time BLM deputy documents an ongoing problem with refuse dumping and vehicle abandonment.

Additional areas of concern mentioned by the district staff were the following:

d. Occupancy Trespass

This generally involves long-term camping. No significant problem was identified.

e. Structure and Facility Vandalism and Theft

The district reports one of the highest incidence of theft amongst Oregon districts. Approximately 100 signs are destroyed or stolen each year at a reported value of $50 each.

f. Fire Violations

This type of violation is infrequent and consists mostly of campfires left burning.

g. Assault -- Interfering with Employees and Lawful Users

The district reports that this is an infrequent problem. According to case file records, a timber sale purchaser was threatened in 1987 by a subject with an automatic weapon; a second incident involved a drug

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Denver, CO 80225

deal in a BLM recreation site which resulted in a homicide at the site. Due to the significant level of cannabis cultivation in the district, there is a high risk of assault to BLM employees and the public.

h. Wild Horse and Burro Violations

These violations are infrequently reported and involve adoption compliance problems such as inhumane treatment, negligence, and sale.

i. Archaeological Resource Theft and Destruction

Of the 87 recorded sites in the district, the district archaeologist reports that only three sites have been looted.

j. Civil Disobedience and Ecotage

Over the past few years, Eugene has experienced a number of public demonstrations and protests over Bureau policies and practices in regard to the timber sale program. In 1989, the district office was vandalized and demonstrators attempted to enter the building.

3. Projected Violations

Cannabis cultivation trends in Oregon indicate a move by growers from southwest Oregon to northwest Oregon. In 1987, the largest incidence of cultivation on public lands in Oregon occurred in Lane County. The incidence of illegal drug labs activity and lab dump sites is also expected to continue to increase. Visitation and associated visitor use problems at developed and undeveloped recreation sites is expected to increase. Also hazardous materials dumping is expected to continue.

There will be escalating problems of theft and vandalism associated with the development of the fish ladder being constructed in the Lake Creek area. Timber and firewood theft is expected to continue.

4. Existing Resource Protection Program

The Eugene District has one resource law enforcement agreement for enforcement of state laws. This agreement is with the Lane County Sheriff's Office for $23,864 (FY 90). A government vehicle is also provided. This provides the district with a half-time resource patrol deputy.

The Lane County Sheriff's Office also receives additional funds for cannabis eradication ($67,800 in FY 90). Total expenditures for contracted law enforcement services in Lane County in FY 90 was $91,664.

5. Recommendations

   a. Establish one additional ranger position with duty station in Eugene. As part of the district planning process, conduct a ranger workload analysis after the first year to determine if additional field ranger positions are necessary. The District Ranger should supervise subordinate ranger personnel and administer the LEA program.

   b. Evaluate the existing LEA and modify to supplement the ranger patrols if necessary.

Discussion:

The district management team has expressed interest in acquiring a ranger position for the district if funding and a position were made available from outside the district. Lane County currently has the highest incidence of drug sites on the public lands. A patrol ranger will facilitate detection, reporting, and eradication of these sites.

PART G

ROSEBURG DISTRICT

G. Roseburg District

1. Demographics

The Roseburg District is responsible for the management of 424,000 acres located in a geographical area that contains 1,461,000 acres of land. The district has four resource areas: (1) South Umpqua (112,000 acres); Dillard (91,000 acres); Drain (127,000 acres); and North Umpqua (94,000 acres). The Roseburg District contains three counties. These counties are Douglas, Lane, and Jackson. Most of these lands lie within Douglas County (423,216 acres). The population of Douglas County is 93,000.

The only other federal agency managing lands within the district boundaries is the U.S. Forest Service.

O&C payments to Douglas County in FY 88 were $17,228,266. PILT payments to Douglas County totalled $94,189.

The district developments include eight recreation sites, three road maintenance shops, and a road system.

2. Criminal Violation -- Prohibited Act Data

Various types of resource crime have been reported and documented in the Roseburg District. The following information was obtained through interviews with key district and resource area employees and by reviewing past documentation contained in criminal case files. The resource areas identified specific areas of concern and emphasized a need to resolve these problems with law enforcement assistance. During the past three calendar years, 2% of the total major crimes reported to the Law Enforcement Staff have occurred in the Roseburg District (excluding LEA data).

Two high priority resource protection concerns were identified by the district. These concerns include:

a. Natural Resource Theft

The district reports that the majority of the full-time BLM deputy's patrol time is spent on firewood theft. Also, there is theft of timber, boughs, other forest products, and rock and gravel. In all Resource

Areas, the theft of firewood is decreasing. The district attributes this decline in firewood theft to the presence of a uniformed patrol officer. Resource damage associated with firewood theft exceeds the value of the firewood.

b. Drug Violations

The district expressed concern with the cannabis cultivation and illegal drug lab activity occurring in the district and the safety problem it poses to BLM employees and the public. There were five illegal drug labs raided within district boundaries in 1987. In 1987, 19% of the cannabis raids on public lands in Oregon occurred in Douglas County. In 1989, 18 1/2% of all Oregon raids occurred in the Roseburg District.

Other areas of some concern to the district management staff were identified.

c. Refuse Dumping Violations

Included in this concern is the increased frequency of hazardous material dumping, refuse dumping, and vehicle abandonment.

d. Structure and Facility Vandalism and Theft

The North Umpqua Resource Area manager estimates that $6,000 in vandalism occurred in the resource area this past year. Approximately one to two incidents occur each year. The annual vandalism report (OSO 8360-2) indicates a loss of $3,160 in stolen or vandalized property in FY 88.

e. Occupancy Trespass

Approximately five incidents of occupancy trespass occur each year in the North Umpqua Resource Area. These incidents take approximately four months to process administratively.

f. Contract Compliance

There is an identified problem in the North Umpqua Resource Area. These problems could be deterred by an increase in law enforcement support.

g. Archaeological Resource Theft and Destruction

The district indicates there is no major problem with archaeological theft and that activity is decreasing. Recent news articles indicate a problem with vandalism at one unique and archaeologically significant site along the Umpqua River. The district estimates that approximately 3% of all known sites have been vandalized to some extent.

3. Projected Violations

The district anticipates designation of the North Umpqua River as a component of the Wild and Scenic River program. If this occurs, federal regulatory enforcement may be required. The incidence of drug sites on the public lands is expected to continue.

4. Existing Resource Protection Program

The Roseburg District has one resource law enforcement agreement for enforcement of state laws with the Douglas County Sheriff's Office. In FY 90, the BLM funded the sheriff's office with $39,800 and furnished a vehicle. This provides the district with a full-time patrol deputy for enforcement of state laws within Douglas County.

The Douglas County Sheriff's Office also receives additional funds for cannabis eradication ($18,000 in FY 90). Total funding to the Douglas County Sheriff's Office in FY 90 was $57,800 plus a government vehicle and office space.

5. Recommendations

a. Establish one additional ranger position in the district with duty station in Roseburg. The District Ranger should supervise subordinate ranger personnel and administer the LEA Program.

b. Evaluate the existing LEA Program and modify if necessary.

Discussion:

District personnel recommend the continuation of the existing LEA program. Most area managers indicated that there are no significant crime problems occurring in their areas that can't be handled by the patrol deputy. When initially interviewed, district personnel saw no need at that time for a BLM uniformed presence (i.e. District Ranger position) for enforcement of Federal laws and regulations.

Looking to the future, the district will be completing a North Umpqua River Management Plan for the Wild and Scenic River by 1992. Law enforcement needs will be included in the plan. There may be an opportunity for a Ranger position to cover the entire district, including the river corridor. (Note: Although a Ranger position wasn't identified by the District as a need when the State Law Enforcement Needs Analysis interviews were conducted, the District subsequently requested a position in their FY 91 PYBP proposal).

3. Projected Violations

The district anticipates designation of the North Umpqua River as a component of the Wild and Scenic River program. If this occurs, federal regulatory enforcement may be required. The incidence of drug sites on the public lands is expected to continue.

4. Existing Resource Protection Program

The Roseburg District has one resource law enforcement agreement for enforcement of state laws with the Douglas County Sheriff's Office. In FY 90, the BLM funded the sheriff's office with $39,800 and furnished a vehicle. This provides the district with a full-time patrol deputy for enforcement of state laws within Douglas County.

The Douglas County Sheriff's Office also receives additional funds for cannabis eradication ($15,000 in FY 90). Total funding to the Douglas County Sheriff's Office in FY 90 was $57,200 plus a government vehicle and office space.

5. Recommendations

a. Establish one additional ranger position in the district with duty station in Roseburg. The District Ranger should supervise subordinate ranger personnel and administer the LEA Program.

b. Evaluate the existing LEA Program and modify if necessary.

Discussion

District personnel recommend the continuation of the existing LEA program. Most area managers indicated that there are no significant crime problems occurring in their areas that can't be handled by the patrol deputy. When initially interviewed, district personnel saw no need at that time for a BLM uniformed presence (i.e. District Ranger position) for enforcement of Federal laws and regulations.

PART H
MEDFORD DISTRICT

H. Medford District

1. Demographics

The Medford District is responsible for the management of 863,369 acres located in a geographical area that contains 2,254,886 acres. The district has four resource areas: (1) Ashland (240,012 acres); (2) Butte Falls (209,548 acres); (3) Grants Pass (245,565 acres); and (4) Glendale (168,244 acres). The Medford District contains five counties. These counties are Coos, Jackson, Josephine, Curry, and a small portion of Douglas. The population within the five county area totals 369,950 people. The largest city in the district is Medford, with a population of 43,700 people.

The only other federal agency managing lands within the district boundaries is the U.S. Forest Service.

O&C payments totalled $43,498,237 in FY 88. Counties receiving the largest payments were Douglas ($17,228,266), Jackson ($10,721,748), and Josephine ($8,211,184). PILT payments to the five counties totalled $241,851. The largest county payments were received by Douglas ($94,189), Curry ($59,051), Jackson ($46,699).

District developments include 11 developed and 39 undeveloped recreation sites, two seed orchards, the Marial Ranch, the Rand Information Center along the Rogue River, one road maintenance shop, and an airstrip. This district has the largest BLM-constructed road system in the state (3,568.4 miles).

2. Criminal Violation -- Prohibited Act Data

Various types of resource crime have been reported and documented in the Medford District. The following information was obtained through interviews with key district and resource area employees and by reviewing past documentation contained in criminal case files. The resource areas identified specific areas of concern and emphasized a need to resolve these problems with law enforcement assistance. During the past three calendar years, 27% of the crimes reported to 62e Law Enforcement Staff have occurred in the Medford District (excluding LEA data). This is the highest level of reported crime amongst all Oregon districts.

High priority resource protection concerns were identified by the district. These concerns include:

a. Natural Resource Theft

The district identified numerous problems with natural resource theft. Medford reports the highest levels of theft of timber of all Oregon districts. The most frequent theft involves the theft of firewood. (NOTE: The district contains 31% of the total commercial forest lands in Oregon). Other resource thefts include boughs, bear grass, and gravel.

b. Drug Violations

The Medford District managers identified drug violations as a significant district concern. In 1987, over 37% of the cannabis raids on public lands in Oregon occurred in the Medford District. In 1989, 33% of all raids occurred in the district. Cultivation of cannabis has frequently affected employee work schedules and work locations. There have been a number of incidents involving threats to employees and the public by growers and/or their booby traps. Meth labs and the dumping of illegal lab chemicals is also a significant district problem. In 1987, a total of 18 meth labs were reported in Josephine and Jackson Counties, the third highest rate of incidents of meth labs in Oregon.

c. Civil Disobedience and Ecotage

Over the past few years, Medford has witnessed a number of public demonstrations and protests over Bureau policies and practices. The district has received threats by telephone and mail. There have been several tree-spiking and ecotage incidents recently by individuals who disagree with timber management practices.

d. Occupancy Trespass

The district is experiencing a significant level of occupancy trespass, particularly associated with mining claims and non-camping areas. The district has a 14-day camping limit restriction regulation in place.

e. Assault -- Threatening Employees and Interfering with Lawful Users

There have been a number of incidents involving Bureau employees and hostile miners. In other incidents, the public has been ordered off of public lands at gunpoint by suspected cannabis growers. One employee was shot at several years ago. The bullets narrowly missed him.

f. Structure and Facility Vandalism and Theft

Medford reports the highest loss of structures and facilities due to vandalism and theft. The Jacksonville Resource Area identified a major problem with gate vandalism. One year, 20 gates were vandalized at $2,000 in damage per gate. Glendale Resource Area reports the destruction of approximately two gates each year at $1,500 to $2,000 per gate. There was also a tire slashing incident involving vehicles parked on a BLM road. Signs are also a frequent target of the vandal.

g. Refuse Dumping Violations

Abandonment of vehicles and the dumping of household refuse on public lands are frequent problems in the Medford District.

h. Archaeological Resource Theft and Destruction

The district reports periodic excavation and damage to prehistoric and historic sites. Remote historic sites, particularly along the Rogue River, are occasional targets.

Other areas of concern to the district management staff were identified.

i. Commercial Use Without a Permit

There appears to be a significant amount of commercial use of BLM roads by private log haulers. Enforcement of commercial use is minimal at this time. This is also a problem on the Rogue River where commercial outfitters float the river without authorization. Medford issues the largest number of recreation use permits of all Oregon districts.

j. Closures

The Table Rock closure is periodically violated. There are also frequent violations of the district's non-camping areas.

3. Projected Violations

The occurrence of illegal drug labs and marijuana growing operations is anticipated to continue. The high visitor use of the Rogue River corridor and the developed and undeveloped recreation areas will continue to experience the associated problems of theft, vandalism, littering, etc. Mining claim occupancy trespass problems will require continued monitoring.

4. Existing Resource Protection Program

The Medford District presently has one District Ranger and one field ranger and two resource law enforcement agreements which provide two full-time deputies. The rangers enforce federal laws throughout the district. (NOTE: The District Ranger has received state authority from the Josephine County Sheriff's Office and is able to enforce state laws as well). The two LEA's provide a full-time patrol deputy for enforcement of state laws in both Jackson and Josephine Counties. The BLM also provides vehicles to each deputy. In FY 91, the Jackson County Sheriff's Office funding level for resource patrols is $39,012. The Josephine County Sheriff's Office funding level for resource patrols is $36,472.

The District Ranger is assigned to the Grants Pass Resource Area and is duty stationed out of his residence in Grants Pass. His primary area of patrol coverage is the same as the full-time Josephine County patrol deputy. The district's other ranger is assigned to the Jacksonville Resource area. His primary area of patrol coverage is the same as the full-time Jackson County patrol deputy. Two of the district's four resource areas do not have any regularly assigned officer. The district reports that the Jacksonville R.A. ranger spends an equal amount of his time outside of his assigned resource area. At present it is unclear who administers the district's LEA Program.

Both Jackson and Josephine Counties also receive BLM funding for cannabis eradication (Jackson: $28,800; Josephine: $21,000 in FY 90). In FY 90, the Jackson County Sheriff's Office received $67,123 in total LEA funding plus a government vehicle and office space. The Josephine County Sheriff's Office received a total of $58,050 in LEA funding plus a government vehicle. The total amount of funding for contracted law enforcement services to the two county sheriffs in Josephine and Jackson County in FY 90 was $125,173 plus two government vehicles. Although there is a full time

BLM deputy in the Roseburg District for patrol coverage of Douglas County, the Medford District has expressed concern about inadequate law enforcement coverage in that portion of Douglas County which falls under the management of the Medford District.

5. Recommendations

   a. Establish three additional field ranger positions with duty stations in Medford. As a part of the district planning process, conduct a ranger workload analysis after the first year to determine if additional ranger positions are necessary.

   b. Move the District Ranger's duty station to Medford on the District Manager's staff and have this position supervise the other rangers. The District Ranger should be responsible for establishing district patrol sectors and reviewing all ranger reports to ensure that patrol needs are met and statistical reports are completed. This position should also be responsible for administering the district's LEA Program.

   c. Evaluate the existing LEA's and modify to supplement ranger patrols if necessary.

Discussion:

The Medford District has administered two full-time deputy LEA's in Jackson and Josephine Counties for over eight years. These two deputies have provided valuable assistance in responding to the district's law enforcement problems. Due to annually increasing costs, the State Office presently provides partial salary coverage to these two Resource LEA's under separate Drug LEA's in order to keep these officers employed. When the Jackson County deputy retires, the district should evaluate this LEA and determine if it should be continued or converted to a ranger position.

PART I
COOS BAY DISTRICT

I. Coos Bay District

1. Demographics

The Coos Bay District is responsible for the management of 328,837 acres located in a geographical area that contains approximately 2.8 million acres. The district has three resource areas: (1) Umpqua (121,971 acres); (2) Tioga (100,971 acres); and (3) Myrtlewood (105,885 acres). The Coos Bay District contains four counties. These counties are Coos, Curry, Douglas, and small portions of Lane.

Most of the public lands within the district lie in Coos (164,900 acres), Douglas (128,925 acres), and Curry (31,911 acres) Counties. The population within the four county area totals 444,800 people. The largest city within the district boundary is Coos Bay (32,000 people).

The other federal agencies managing lands within the district boundaries are the U.S. Forest Service, the U.S. Fish and Wildlife Service, and the U.S. Army Corps of Engineers.

O&C payments to Coos, Curry and Douglas counties totalled $24,565,305 for FY88. The largest payment went to Douglas County ($17,228,266) with Coos second ($4,856,052). (Note: Most of the public lands within Douglas County are managed by the Roseburg District.)

PILT payments to Coos County totalled $6,967. Curry County received $59,051.

District developments include nine recreation sites, the Dean Creek Elk Viewing Area (under construction), the North Spit Snowy Plover Management Area, five road maintenance shops, four radio repeater sites, and a road system with over 2,600 miles of road and 31 progeny test sites.

2. Criminal Violation -- Prohibited Act Data

Various types of resource crime have been reported and documented in the Coos Bay District. The following information was obtained through interviews with key district and resource area employees and by reviewing past documentation contained in criminal case files. The resource areas identified specific areas of concern and emphasized a need to resolve these problems with law enforcement assistance. During the past three calendar years, 4% of the crimes reported to the Law Enforcement Staff occurred in the Coos Bay District (excluding LEA data).

High priority resource protection concerns identified by the district include:

a. Natural Resource Theft

The district reports that the majority of the BLM patrol deputy's time on public land is spent on firewood theft. This problem is of particular concern in the Umpqua and Tioga Resource Areas. There is also a problem with theft of cedar, myrtlewood burls, and cedar boughs. In FY86 over $35,000 worth of cedar was stolen. In FY87 over $25,000 worth of cedar was stolen.

The theft of firewood, standing snags, and commercial timber cut into firewood continues to be a problem, along with the theft of myrtlewood burls and cedar boughs.

b. Structure and Facility Vandalism and Theft

The Umpqua Resource Area estimates 100 incidents per month in the resource area's recreation sites. There is no documentation to support this estimate. Overall, the district reports a reduction in thefts in the last two years.

The primary recreational site on the district is the Loon Lake Recreation Site with over 114,000 visitors during FY88. The problems encountered at the district include liquor law violations, disorderly conduct, traffic and parking violations, thefts of private property, boating accidents, controlled substances, trespass, and vandalism.

In general, theft of government property has declined over the last two years, according to the district.

Other areas of concern to the district management staff were identified.

c. Assault -- Threatening of Employees

There are infrequent problems with confrontations at Loon Lake (which has a reported 114,000 visitor use days per year).

d. Occupancy Trespass

The Umpqua Resource Area reports an infrequent problem with occupancy trespass. They report there is currently no way to enforce these federal trespass violations due to the absence of a Ranger). These violations generally involve those people camping for more than 14 days on public lands.

e. Grazing Trespass

There is an infrequent problem in the Umpqua Resource Area with cattle from private lands entering public lands after getting through fences.

f. Refuse Dumping Violations

A particular problem in the Umpqua Resource Area is abandoned vehicles. This problem is handled administratively and requires a great deal of time to resolve. A second problem identified is the dumping of hazardous materials although no dumping of hazardous materials has occurred to date. No documentation of number of incidents was provided. However, the district expressed concern for public and employee safety. Incidents of meth labs is minimal according to statistics provided by the Western States Information Network in Salem.

g. Drug Violations

Although no concern was expressed by the district management staff for cannabis cultivation, there does exist a comparatively low level problem within district boundaries. According to the Western States Information Network in Salem, ten gardens were located and raided in 1987. This represents 6% of the total number of raids conducted on BLM lands in Oregon in 1987. In 1989, 3% of the total number of raids occurred in the district, eradicating five gardens. In 1987, three illegal labs were raided within district boundaries, although none were found on BLM land.

3. Projected Violations

Visitation and associated visitor use problems at Loon Lake Recreation Site are expected to increase. Timber and firewood theft is expected to continue.

4. Existing Resource Protection Program

The Coos Bay District has two resource law enforcement agreements (LEA's). These LEA's are with the Coos County Sheriff's Office and the Douglas County Sheriff's Office for enforcement of state laws. In FY 90, Coos County received $20,000 in LEA funding and a patrol vehicle; Douglas County received $9,000 for patrol coverage of Loon Lake. (NOTE: This LEA is separate from Roseburg District's LEA with Douglas County). The total expenditures for contracted law enforcement services in FY 90 were $29,000 and a government vehicle.

5. Recommendations

a. Establish one additional ranger position with duty station in Coos Bay. The District Ranger should supervise subordinate ranger personnel and administer the LEA Program. As part of the district planning process, conduct a ranger workload analysis after the first year to determine if additional ranger positions are necessary.

b. Evaluate the existing LEA's and modify to supplement ranger patrols.

Discussion:

Most of the area managers expressed a need for a ranger position. There is a particular need in the Umpqua Resource Area because of the high visitor use at Loon Lake. This position would also benefit the Dean Creek Elk Viewing Area, the North Spit's proposed recreation development, the New River ACEC, and the Road Closure Habitat Management Plan.

The district staff expressed a desire for additional law enforcement capability. The staff supports the need for a BLM uniformed presence to provide a higher agency profile and to enhance relations with the public who use the public lands.

PART J

SPOKANE DISTRICT

J. Spokane District

1. Demographics

The Spokane District is responsible for the management of 312,510 acres located in a geographical area that contains 43,000,000 acres of land. The district has two resource areas: (1) Border Resource Area (100,200 acres); and (2) Wenatchee Resource Area (212,310 acres). The Spokane District is responsible for all public lands within the State of Washington. There are 39 counties in Washington. The Spokane District manages scattered parcels with 12 concentrated ownership blocks called Management Areas.

The State of Washington has a population of 4,630,200. Major metropolitan areas include Seattle, Spokane, Tri-Cities, Tacoma, Olympia, and Yakima.

Other federal agencies managing lands within the district boundaries are the National Park Service, Bureau of Reclamation, U.S. Forest Service, U.S. Army Corps of Engineers, Bureau of Indian Affairs, U.S. Fish and Wildlife, and the Department of Defense.

PILT payments to counties lying within district boundaries totalled $1,430,437 in FY 89.

The district developments include one detached resource area, five recreation sites, and numerous guzzlers, fences, stock tanks, and bridges.

2. Criminal Violations -- Prohibited Act Data

The Spokane District has two resource areas. The Border Resource Area is attached to the District Office and the Wenatchee Resource Area is located in Wenatchee, Washington, over 160 miles from Spokane.

Various types of resource crimes have been reported and documented in the district. The following information was obtained through interviews with key resource area and district employees and by reviewing past documentation contained in criminal case files. The two resource areas identified major areas of concern and emphasized a need to resolve these problems with law enforcement assistance. During the past three calendar years, 7% of the crimes reported to the Law Enforcement Staff occurred in the Spokane District (excluding LEA data).

High priority resource protection concerns were identified by the management staff. These concerns include:

a. Special Areas of Concern

(1) Juniper Dunes Wilderness Area.

Juniper Dunes is located within the Border Resource Area. Visitor use management within the Wilderness Area is currently accomplished without law enforcement authority. The Juniper Dunes Wilderness Area is experiencing frequent ORV violations along its fenced border.

The sand dunes outside the Wilderness Area are used extensively by ORV recreationists. The 7,100 acre area is completely fenced and signs have been placed at strategic locations. Most ORV users comply with the closure. However, relying on voluntary compliance has not produced satisfactory results overall. A small number of individuals commit violations by intruding into the Wilderness Area. In the past, fences have been cut or taken off posts to gain illegal access. If these violators are not held accountable, their actions will encourage others to disregard the wilderness management regulations. High visitor use occurs in the Juniper Dunes Wilderness Area and surrounding public lands from October through April.

(2) Yakima River Canyon and Douglas Creek Canyon

Both areas are managed by the Wenatchee Resource Area. Heavy recreational use occurs in these areas from May through September. In fact, during major summer holiday weekends, the Yakima River Canyon can experience over 2,000 visitors in concentrated use areas any given day. Repeated violations of theft, vandalism, littering, dumping of RV sewage tanks, game violations, discharge of firearms, harassment and conflicts between various user groups, disregard of fire closure orders, and trespass are problems associated with the concentrated visitor use.

The Douglas Creek Canyon area contains undeveloped BLM campgrounds. These camping areas are used extensively during the hunting and fishing seasons.

A need exists for a minimum of at least one BLM law enforcement ranger to assist in the management of these areas.

b. Structure and Facility Vandalism and Theft

The district reports the second highest incidence of vandalism and theft amongst all Oregon districts. Structures at Split Rock, Roza, Umtanum, Squaw Creek, Chopaka and Douglas Creek recreation sites are being vandalized several times a year.

Outhouses and picnic tables are being destroyed and signs are continually stolen.

Spray painting on facilities located at Umtanum and Chopaka is also a problem. Natural features are being spray painted within the Yakima Canyon Scenic Area (a State designation).

The theft of signs and fence posts is a reoccurring problem throughout the district. Allotment fences are being cut and gates and stock tanks are being shot. ORV riders are cutting the fence enclosing the Juniper Dunes Wilderness Area to illegally gain access. Fences in the Hot Lakes RNA have also been cut.

c. Natural Resource Theft

Some sand and gravel theft is occurring in the Wenatchee Resource Area. It is estimated that hundreds of cords of firewood are illegally removed from public lands each year in the Border Resource Area. Regular compliance checks on coal leases within the Border Resource Area would discourage individuals from removing unauthorized coal from BLM land outside the lease areas.

d. Occupancy Trespass

The Spokane District reports one of the highest incidents of occupancy trespass. Resolving trespass within the Spokane District has been a high priority. The trespasses are related to mining, agriculture, and squatting. Some are unintentional while others are outright blatant. Some are long-standing trespasses and others have just recently become established. In the Wenatchee Resource Area approximately 6 to 8 cases are related to occupancy. It has been estimated that 80 agriculture trespass files have been opened in the resource area.

e. Assault -- Threatening Employees

Employees have been threatened while investigating trespass cases and while conducting timber sale layouts in the remote areas of the district.

Employees have been confronted by hostile individuals in both the Juniper Dunes Wilderness Area and the Yakima River Canyon. Drug dealing is known to occur regularly in the Yakima River Canyon, which poses a danger to employees and the public.

Many scattered parcels of public land exist in the district. Employees often encounter hostile landowners/allottees while conducting their official business. In some instances, when the BLM insists on compliance, the potential exists for aggressive actions by violators. Three serious confrontations have been reported within the last three years.

Medium priority law enforcement concerns were identified by Area Managers:

f. Fire Violations

Within the past three years, arson has been occurring more often. Damages attributed to arson have been extensive. Large forested areas exist in Okanogan, Ferry, Stevens, and Pend Oreille Counties. Franklin and Benton Counties have yearly fire closures. Intentional wildland fires have occurred on Badger Slope three years in a row. Arson fires north of Wenatchee have been started on private land and ended up burning onto BLM land.

Human-caused fires have occurred due to logging operations, burning operations conducted by ranchers on private property adjacent to public land, escaped campfires, and the use of fireworks in the Yakima River Canyon.

The potential of damage to the Juniper Dunes Wilderness Area is great, due to campers building illegal campfires.

The BLM has traditionally relied on county and Forest Service fire investigators in Washington State to conduct their fire investigations. Currently, very few fires are investigated on BLM lands by other agency investigators because of these agencies' lack of manpower and funding.

g. Refuse Dumping Violations

Counties are raising their dump fees and centralizing their sanitary landfills. This forces individuals to travel greater distances. This has increased the dumping incidents on public land near communities such as Moses Lake. Sites in the Wenatchee Resource Area have been discovered to contain illegally-dumped hazardous wastes (i.e. pesticides related to large scale agricultural operations, turpentine, and paint).

There is also a possibility of illegal drug lab dumping occurring on public lands in the Spokane District. In 1987, 27 drug labs were seized in the state of Washington. This is a 93% increase over 1986. Most of this activity occurred in the Wenatchee Resource Area.

h. ORV Violations

Areas within the district have been formally designated closed or limited to ORV use. Signs have not been posted in these areas because of the district's inability to enforce these regulations. ORV regulations could be enforced if a federal law enforcement capability was readily available. Such designations apply to the district's WSA's and nine ACEC's. Vehicle barriers have been installed at one WSA, but they have not been totally effective in preventing snowmobiles from using the area. The availability of access may have contributed to timber cutting problems in another WSA.

ORV use occurs in the Juniper Forest ACEC. The district restricts vehicle use to existing roads and trails. Presently, compliance with these regulations is dependent upon public willingness to cooperate. Approximately 50 ORV violations per year are discovered within the Border Resource Area.

Additional areas of concern where law enforcement assistance would be appropriate have been identified.

i. Archaeological Resource Theft and Destruction

Approximately 460 sites have been recorded in the Spokane District. Twenty-four sites were revisited during FY 87. Virtually all of the surface artifacts which had been inventoried during past years had been removed. Several of the structures at the historic sites had been looted. It is estimated that at least 90% of the prehistoric sites which have been scientifically recorded have been disturbed.

During 1987, a logging crew bulldozed cabins in a historic mining district because they believed the cabins were valueless. The crew was operating outside of approved timber sale boundaries.

Subsurface collection at historic sites has been occurring for many years. Old potholes, now with well-established vegetation growing inside, are found at many sites, indicating they were combed for bottles and coins in the past.

The district manages one National Register Site in Yakima Canyon. Lambert Creek has been nominated as a Historic Mining District.

j. Wild Horse and Burro Violations

The district reports the second highest number of wild horse and burro adoption violations. The district responds to approximately ten reported cases of Wild Horse and Burro Act violations per year. After an incident has been reported, the Bureau relies on the local humane society and sheriffs' offices to conduct the investigations. If violations are substantiated, BLM will remove the horse from the individual and the violation is resolved administratively. Some violations are referred to the special agents for criminal investigation.

k. Contract Compliance

The current method of obtaining contract compliance is to deal with the violation through administrative procedures such as shutting down an operation or withholding a bond. These remedies are often time- consuming, ineffective, and expensive. Carrying out these actions frequently causes hostile responses toward employees by the violator. Law enforcement assistance would deter aggressive actions by contractors, lessees, and allottees towards contract administrators.

Contract compliance is necessary on hundreds of mining claims currently being operated without mining notices. Timber contract problems have occurred in the past and numerous grazing lease violations are occurring on the scattered parcels of public land managed by the Spokane District. Spokane administers the second highest number of grazing leases and permits in Oregon. The opportunity to pursue federal criminal violations would expedite management of these contracts.

l. Interference with Lawful Users

Public lands have been illegally posted, and gates have been locked, denying users access. Private landowners and BLM lessees have forced public land users off BLM land with weapons. Each hunting season, conflicts are reported. At the present time, BLM must deal with each situation at the administrative level or refer these cases to the local county sheriff.

The scattered land ownership problem creates access problems. Grazing and mining leases complicate the situation. Legitimate public land users are often intimidated. Local law enforcement authorities cannot investigate each complaint. The BLM has an obligation to manage the public lands for numerous user groups (including recreation, hunting, and fishing groups). BLM law enforcement can assist with the proper management of these situations.

m. Drug Violations

Increasing law enforcement pressure in California and Oregon has forced drug manufacturers into Washington. The cultivation of cannabis has occurred on a limited basis BLM-managed lands in the Spokane District (Okanogan, Douglas and Klickitat Counties). Clandestine labs have been located by the sheriff's office in Okanogan County (where most of the BLM land in the state is concentrated). The potential for serious threats to BLM employees while performing their duties is great. These employees often work in isolated areas without direct radio contact with the BLM office. A local BLM law enforcement officer could coordinate with other law enforcement agencies to guarantee an exchange of information and thus reduce the potential hazards to BLM employees.

3. Projected Violations

The district has expressed concern about the management of Iceberg Point in San Juan County. The preferred alternative in the Draft Planning Analysis and Environmental Assessment for Iceberg Point and Point Colville emphasizes preserving the natural values of the area while allowing recreational use also. Monitoring and managing this visitor use is an essential component of the document.

The Saddle Mountain area has been traditionally used for organized ORV events. In 1984, private landowners shut off access to the area. Off-road vehicle clubs have expressed a strong interest in obtaining legal access. The Spokane District is currently working on land exchanges and anticipates issuing Special Recreation Use Permits for ORV events once the access issues have been settled. There will be a need to provide visitor management and to ensure permit compliance when the area is reopened.

Organized ORV use is increasing in the Lambert Creek area. It is also anticipated that organized clubs will be applying for permits to allow them to conduct horse pack trips in the Juniper Forest Management Area. The district is becoming more involved in riparian management. Management plans will close down vehicle access in some areas. As the fishing habitat improves it will become increasingly important to effectively manage the increased visitor use.

4. Existing Resource Protection Program

The Spokane District has one resource law enforcement agreement with Kittitas County for $4,000 (FY 90).

It has been reported that many county sheriffs do not want to become involved with enforcing laws on BLM public lands. The district has shown a general dissatisfaction with the services received. State Office special agents have traditionally provided the most law enforcement response to district crime problems.

5. Recommendations

   a. Establish one additional ranger position. Duty stations should be in Wenatchee and Spokane. One position (in Spokane) should be designated as the District Ranger and supervise the second ranger. The District Ranger should administer the LEA program. As part of the district planning process, conduct a ranger workload analysis after the first year to determine if additional ranger positions are necessary.

   b. Evaluate the existing LEA's and modify to supplement the ranger patrols if necessary.

Discussion:

The Spokane District has the unique challenge of scattered lands, great distances, and multiple county jurisdictions. The establishment of two ranger positions will greatly enhance the Bureau's visibility in the state and serve to increase interagency enforcement coordination.

Heavy visitor use occurs in the Juniper Dunes Wilderness Area (Border Resource Area) during the fall, winter, and spring months. The most intensive visitor use in the Yakima River Canyon Recreational Area and Douglas Creek Canyon (Wenatchee Resource Area) takes place during the fall, spring, and summer months. Approximately two-thirds of the public lands in the Spokane District are located in the Wenatchee Resource Area. This BLM office is centrally located within the Spokane District and is the location for placement of the ranger's duty station.

A BLM law enforcement program in the Spokane District could expeditiously resolve many of the squatter-type occupancy trespasses. The district should implement a 14-day camping limit to support this effort. A ranger could accompany other BLM employees and de-escalate situations involving hostile trespassers.

If the state fire laws were assimilated each year under BLM's fire prevention orders (43 CFR 9212.2), BLM law enforcement officers could be effective in pursuing a wide range of fire investigations. Considerable amounts of money could be received, aggressively pursuing civil trespass claims for resource damage and fire suppression costs as a result of BLM fire investigations. Obtaining criminal convictions and publicizing this information would serve as a deterrent to future wildland fire arsonists.

The LEA program should be evaluated to determine which contracts are effective and which should continue in support of the ranger program. Many of the law enforcement problems in the Yakima River Canyon Recreational Area are a result of conflicts among various user groups. Assaults, disturbing the peace, disorderly conduct and similar related offenses are normally dealt with under state law. The existence of blocks of private land interspersed with public land along the river corridor necessitates a cooperative law enforcement approach between BLM and local and state law enforcement authorities. Once the rangers are in place, state authority for the rangers should be pursued.

Many scattered parcels of public land are located in various counties throughout eastern Washington. The ability to resolve high priority law enforcement problems in a timely fashion is necessary. This can be accomplished by coordinating with the local sheriff's office and state enforcement officials.

The BLM rangers should be responsible for coordinating the LEA program in the Spokane District. This would provide continuity and make the agreements more efficient.

SECTION III

TABLES

BUREAU OF LAND MANAGEMENT

LAW ENFORCEMENT

September 11, 1989

Staff Total

STATE	CHIEF	SAC	SPECIAL AGENTS FY 89	SPECIAL AGENTS *FY 90	SPECIAL AGENTS Total	RANGERS FY 89	RANGERS *FY 90	RANGERS Total
Headquarters	1	0	2	3	5	1	0	1
Alaska..........	0	1	0	0	0	2	0	2
Arizona..........	0	1	1	1	2	6	2	8
California.......	0	1	5	5	10	52	0	52
Colorado.......	0	1	1	1	2	2	0	2
Eastern States	0	1	1	0	1	0	0	0
Idaho............	0	1	0	0	0	2	0	2
Montana.........	0	1	2	1	3	1	0	1
Nevada..........	0	1	2	1	3	5	0	5
New Mexico..	0	1	4	1	5	8	4	12
Oregon..........	0	1	3	5	8	4	0	4
Utah..............	0	1	1	1	2	5	0	5
Wyoming.......	0	1	1	1	2	2	0	2
TOTAL	1	12	23	20	43	90	6	96

GRAND TOTAL:

FY 1989 = 126
FY 1990 = 152

*Special Agent/Rangers added pursuant to FY 1990 Bureau drug enforcement initiative.

NUMBERS AND STATE ALLOCATIONS OF BUREAU LAW ENFORCEMENT OFFICERS
(11/6/89)

OFFICE	OFFICERS*	%
1. California	62	46%
2. Arizona	14	10%
3. New Mexico	13	9%
4. Nevada	8	6%
5. Oregon	8	6%
6. Utah	7	5%
7. Alaska	4	3%
8. WO	4	3%
9. Colorado	4	3%
10. Montana	4	3%
11. Wyoming	4	3%
12. Idaho	3	2%
13. ESO	2	1%
TOTAL	135	100%

*Agents and Rangers combined.

NUMBER OF BUREAU AGENTS AND RANGERS
(As of 8/1/90)

Office	Agents	Rangers	Total	%
California	10	60	70	42%
Arizona	3	15	18	11%
New Mexico	5	11	16	10%
Nevada	4	5	9	5%
Oregon	9	5	14	8%
Utah	3	5	8	5%
Alaska	1	3	4	2%
WO	4	1	5	3%
Colorado	3	3	6	4%
Montana	3	1	4	2%
Wyoming	2	2	4	2%
Idaho	2	6	8	5%
ESO	2	0	2	1%
TOTAL	51	117	168	100%

NUMBER OF FEDERAL CRIMES REPORTED TO LAW ENFORCEMENT STAFF FOR INVESTIGATION

Calendar Years 1986, 1987, and 1988 (up to 7/22/88)

DISTRICT	CRIMES REPORTED	% OF TOTAL
Medford	53	27%
Salem	36	18.5%
Prineville	28	14.5%
Vale	20	10%
Spokane	13	7%
OSO (non-district related)	12	6%
Eugene	12	6%
Coos Bay	8	4%
Lakeview	6	3%
Burns	5	2%
Roseburg	4	2%
TOTALS	197	98.9%

CASES OPENED BY LAW ENFORCEMENT STAFF (FY 90)

Westside

Medford	19
Salem	15
Eugene	10
Coos Bay	6
Roseburg	4

54 cases

Eastside

Prineville	18
Spokane	9
Vale	5
Burns	2
Lakeview	2

36 cases

*OSO/Other Offices 23 cases

* Includes state office, tasks force, out-of-state, internal investigations

BLM RANGER ACTIVITY

FY 90 Total

District	Units of Patrol 1/	Violations Observed/ Responded To	Public Contacts	Verbal Warning	Written Warning	Cites Issued	Physical Arrests
Medford: Jacksonville R.A.	179.5	172	640	65	12	4	0
Grants Pass R.A.	101	55	1073	18	1	6	0
Prineville	116.45	44	1164	201	15	14	1
Vale	76.15	131	1162	12	1	3	0
TOTALS TO DATE:	473.10	402	4039	296	29	27	1

1/ 8 hours = 1 unit

STATEWIDE RESOURCE L.E.A. REPORT
FY 90 Total

D.O. LEA	$	Units of Patrol	Incidents Observed/ Responded to	Public Contacts	Verbal Warning	Written Warning	Cites Issued	Physical Arrests
030 Baker Co.	2,280	12.3	9	493	1	0	0	0
120 Coos Co.	20,000	150	126	1071	26	4	14	11
050 Crook Co.	3,000	13.8	4	165	6	0	0	0
050 Deschutes Co.	7,000	29	7	260	33	0	4	3
100 Douglas Co.	47,329	208	583/230	1585	51	57	21	5
120 Douglas Co.	9,000	71	47	3362	156	2	34	4
130 Douglas Co. (WA)1/								
050 Grant Co.	1,800	11.1	5	92	1	0	0	0
130 Grant Co. (WA) 1/								
020 Harney Co.	14,000	40	0	193	0	0	1	0
110 Jackson Co.	44,823	194.5	117	726	12	0	0	18
050 Jefferson Co.	1,800	6.6	3	318	61	0	1	0
110 Josephine Co.	43,567	216	106	655	17	0	8	11
130 Kittitas Co.	4,000	0	0	0	0	0	0	0
010 Klamath Co.	14,000	42.55	56	215	4	7	14	2
010 Lake Co.	4,000	24.25	0	244	3	0	0	0
090 Lane Co.	23,864	103.5	118	400	24	0	3	2
030 Malheur Co.	9,720	44.7	32	360	4	0	3	0
050 Wasco Co.	3,720	13.2	1	1994	51	0	25	1
050 Wheeler Co.	1,800	9.5	4	86	4	0	0	0
080 Yamhill Co.	5,000	61	14	581	5	0	1	1
STATE TOTAL	260,703	1251	583/879	12,800	459	70	129	58

1/ LEA not negotiated for FY 90

BLM'S LAW ENFORCEMENT AGREEMENT PROGRAM

STATE	NO. OF LEAs
Alaska	0
Arizona	2
California	13
Colorado	14
Idaho	1
*Montana	0
Nevada	0
New Mexico	0
**Oregon	25
Utah	2
Wyoming	0
TOTAL	57

* Montana has nonreimbursable L.E.A.'s with every county. The agencies have agreed to mutually assist each other without reimbursement.

** This represents 45% of the total number of L.E.A.'s in the Bureau of Land Management.

DRUG LAW ENFORCEMENT AGREEMENT FUNDING - FY 1990

Douglas County	$ 18,000
Jackson County	$ 28,800
Josephine County	$ 21,000
Lane County	$ 67,800
Oregon State Police	$115,000
TOTAL	$250,600

NUMBER OF CASES OPENED BY CASE TYPE (FY 90)

Case Type	Rangers	Agents	Total
001 - Antiquities Violations	0	5	5
002 - Arson & Fire Violations	0	0	0
003 - Assault on BLM Employees	0	2	2
004 - Assist Agency	0	2	2
005 - Cadastral Violations	0	0	0
006 - Destruction of Govt. Property	1	4	5
007 - Destruction of Communication Lines	0	0	0
008 - Land Fraud	0	0	0
009 - Oil and Gas Fraud	0	0	0
010 - Misc. Investigation	0	2	2
011 - Occupancy Trespass	0	3	3
012 - Search & Rescue	0	0	0
013 - Security Detail	0	12	12
014 - Sikes Act	0	0	0
015 - Taylor Grazing Act	0	1	1
016 - Theft of Govt. Property	0	10	10
017 - Theft - Coral	0	0	0
018 - Theft - Minerals	0	1	1
019 - Theft - Timber	11	6	17
020 - Theft - Vegetation	1	0	1
021 - Wild Horse & Burro	0	3	3
022 - Wildlife Violations	0	0	0
023 - CFR Violations	14	8	22
024 - Drug Violations	0	29	29
TOTALS	27	88	115

LANDS MANAGED BY THE BUREAU OF LAND MANAGEMENT IN EACH COUNTY IN OREGON (As of September 30, 1988)

OREGON

COUNTY	ACRES
Baker	367,772
Benton	57,649
Clackamas	67,047
Clatsop	43
Columbia	11,081
Coos	168,289
Crook	511,770
Curry	67,510
Deschutes	506,903
Douglas	654,061
Gilliam	23,620
Grant	171,107
Harney	4,110,077
Hood River	180
Jackson	31,055
Jefferson	25,846
Josephine	311,338
Klamath	289,474
Lake	2,580,761
Lane	289,482
Lincoln	20,080
Linn	88,236
Malheur	4,542,837
Marion	20,966
Morrow	2,347
Multnomah	4,247
Polk	41,268
Sherman	44,109
Tillamook	49,415
Umatilla	8,857
Union	6,250
Wallowa	18,908
Wasco	36,115
Washington	12,009
Wheeler	117,151
Yamhill	32,946
TOTAL 36 Counties	15,690,806

LANDS MANAGED BY THE BUREAU OF LAND MANAGEMENT IN EACH COUNTY IN WASHINGTON (As of September 30, 1988)

WASHINGTON

COUNTY	ACRES
Adams	481
Asotin	10,422
Benton	18,188
Chelan	21,124
Clallam	83
Clark	5
Columbia	519
Cowlitz	52
Douglas	37,520
Ferry	11,959
Franklin	17,646
Garfield	433
Grant	37,094
Grays Harbor	13
Island	2
Jefferson	59
King	340
Kitsap	---
Kittitas	16,009
Klickitat	16,407
Lewis	279
Lincoln	7,130
Mason	3
Okanogan	54,960
Pacific	374
Pend Oreille	1,904
Pierce	12
San Juan	282
Skagit	277
Skamania	63
Snohomish	170
Spokane	---
Stevens	29,738
Thurston	1
Wahkiakum	1
Walla Walla	630
Whatcom	145
Whitman	1,294
Yakima	25,673
TOTAL 39 Counties	311,292

ACRES OF LAND MANAGED BY BLM
(As of September 30, 1988)

DISTRICT	ACRES
Lakeview	3,381,985
Burns	3,456,285
Vale	4,962,349
Prineville	1,559,552
Salem	396,955
Eugene	316,561
Roseburg	423,842
Medford	860,803
Coos Bay	332,474
OREGON TOTAL	15,690,806
Spokane	311,292
TOTAL	16,002,098

NUMBER OF STATE OFFICES, DISTRICTS AND RESOURCE AREA OFFICES (As of June 30, 1988)

	STATE OFFICES	DISTRICTS	RESOURCE AREAS
	Alaska	5	-----
	Arizona	4	9
	California	4	15
	Colorado	4	11
	Eastern States	2	-----
	Idaho	6	15
	Montana	4	12
	Nevada	6	12
	New Mexico	4	9
	Oregon	10	32
	Utah	5	16
	Wyoming	4	12
TOTAL	12 State Offices	58 Districts	143 Resource Areas

NUMBER OF PERMANENT BLM EMPLOYEES IN OREGON AND WASHINGTON (As of September 30, 1988)

OFFICE	NO. OF EMPLOYEES
Lakeview	63
Burns	61
Vale	94
Prineville	50
Salem	199
Eugene	173
Roseburg	179
Medford	254
Coos Bay	177
Spokane	32
State Office	255
TOTAL	1,537

MILES OF ROADS CONSTRUCTED IN OREGON AND WASHINGTON UNDER TIMBER SALE CONTRACTS

DISTRICTS	FY 1988	TOTAL 9/30/88
Lakeview	14	2,832
Burns	0	3,090
Vale	0	2,533
Prineville	0	1,170
Salem	15	3,974
Eugene	36	2,587
Roseburg	90	3,355
Medford	22	4,836
Coos Bay	30	2,662
Spokane	2	133
TOTAL	209	27,172

FIRE STATISTICAL SUMMARY FOR OREGON AND WASHINGTON IN FY 1988

DISTRICT	NO. OF HUMAN-CAUSED FIRES *
Lakeview	8
Burns	14
Vale	23
Prineville	9
Salem	10
Eugene	5
Roseburg	7
Medford	30
Coos Bay	7
Spokane	9
TOTAL	122

* Average number of human-caused fires annually during ten years, 1977 - 1986: 118

ESTIMATED RECREATION VISITS TO OREGON AND WASHINGTON BLM LANDS (Thousands of Hours)

FY 1988

USE	OREGON	WASHINGTON
Off-road vehicle travel	193,930	2,781
Other motorized travel	891,785	160
Non-motorized travel	244,605	163
Camping	672,490	3,845
Hunting	629,430	1,208
Fishing	956,615	1,347
Boating	652,750	3,500
Winter sports	149,300	0
Other	322,270	12,260
TOTAL	5,406,685	167,708

RECREATION MANAGEMENT
(As of September 30, 1988)

DISTRICT	DEVELOPED SITES	DEVELOPED SITES	NO. OF SPECIAL RECREATION USE PERMITS
Lakeview	2	20	29
Burns	3	6	1
Prineville	6	10	138
Vale	10	27	40
Salem	14	0	5
Eugene	4	1	0
Roseburg	7	4	1
Medford	8	32	90
Coos Bay	2	6	2
Spokane	4	0	14
TOTAL	60	106	328

BIG GAME POPULATION ESTIMATES IN OREGON AND WASHINGTON IN FISCAL YEAR 1988

District	Pronghorn Antelope	Deer	Elk	Bighorn Sheep	Mountain Goats	Black Bear	Cougar
Lakeview	3,300	23,000	150	100	--	60 6	
Burns	4,000	32,400	900	440	--	1510	
Vale	5,383	42,500	6,100	495	7	8035	
Prineville	2,300	29,000	700	105	--	5025	
Salem	---	19,000	2,400	---	--	23020	
Eugene	---	18,600	590	---	--	34025	
Roseburg	---	16,600	660	---	--	90	15
Medford	---	23,000	950	---	--	85050	
Coos Bay	---	15,000	2,250	---	--	20050	
Spokane	---	23,000	300	130	83	30010	
TOTAL	14,983	242,100	15,000	1,270	90	2,215246	

NUMBER OF LIVESTOCK GRAZING PERMITS AND LEASES
IN OREGON AND WASHINGTON
GRAZING FEE YEAR 1987
(March 1, 1987 - February 28, 1988)

DISTRICT	PERMITS	LEASES	AUMS
Lakeview	91	63	123,999
Burns	171	---	226,990
Vale	380	111	432,643
Prineville	127	368	103,582
Eugene	---	8	558
Roseburg	---	15	741
Medford	---	120	12,651
Coos Bay	---	6	41
Spokane	---	348	24,852
TOTAL	769	1,039	926,057

WILD HORSE MANAGEMENT IN OREGON AND WASHINGTON

DISTRICT	LEVELS TO BE MAINTAINED
Lakeview	185 - 410
Burns	560 - 1,030
Vale	580 - 1,150
Prineville	50 - 80
TOTAL	1,375 - 2,670

NUMBER OF TIMBER TRESPASSES IN OREGON AND WASHINGTON IN FISCAL YEAR 1988

DISTRICT	NO. OF CASES	COLLECTIONS
Lakeview	----	----
Burns	----	----
Vale	----	----
Prineville	----	----
Salem	9	$ 7,821
Eugene	16	$21,000
Roseburg	8	$ 6,762
Medford	18	$ 4,788
Coos Bay	13	$44,577
Spokane	----	----
TOTAL	64	$84,948

COMMERCIAL FOREST LAND

DISTRICT	COMMERCIAL FOREST LAND ACRES	WITHDRAWN FOREST LAND ACRES
Lakeview	28,000	12,000
Burns	48,000	700
Vale	36,000	5,000
Prineville	70,000	9,000
Salem	360,000	63,900
Eugene	307,900	31,200
Roseburg	402,000	34,500
Medford	716,100	235,500
Coos Bay	306,300	58,600
Spokane	38,000	7,000
TOTAL	2,312,300	457,400

VOLUMES AND SALE PRICES OF TIMBER SOLD FROM LANDS MANAGED BY BLM IN FISCAL YEAR 1988

DISTRICT	M.bd.ft.	VALUE
Lakeview	1,692	$ 321,480
Burns	-----	-----
Vale	1,129	$ 113,180
Prineville	12,440	$ 1,551,423
Salem	240,700	$ 45,979,477
Eugene	190,100	$ 31,159,291
Roseburg	215,500	$ 24,541,140
Medford	170,000	$ 36,198,100
Coos Bay	197,400	$ 30,188,382
Spokane	3,056	$ 153,223
TOTAL	1,032,017	$ 170,205,696

METH LABS REPORTED IN 1987
(All Lands)

DISTRICT	NUMBER OF LABS
Lakeview	2
Burns	1
Vale	1
Prineville	3
Salem	78
Eugene	29
Roseburg	5
Medford	18
Coos Bay	3
Spokane	27
TOTAL	167

Message [illegible]
[illegible]

BLM [illegible] ROUTING
[illegible]
COPY ACTION

UNITED STATES DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

[illegible], 1990

IN REPLY REFER TO:
1210 (845)
9260

EMS Transmission [illegible]
Instruction Memorandum No. [illegible]
Expires 09/30/91

To: All WO and Field Officials

From: Director

Subject: Law Enforcement Decision Document DD 11/16/90
DD 01/15/91

Attached for your information and implementation is the Decision Document resulting from the recent task force report: LAW ENFORCEMENT IN A DECENTRALIZED MULTIPLE USE AGENCY. Please [illegible] whatever actions are necessary to implement or comply with those decisions within your area(s) of responsibility. Specific timeframes are provided within the Decision Document.

Signed
Cy Jamison
Director

Authenticated
Georgette A. [illegible]
Directives [illegible]

1 Attachment
Decision Document - Bureau of Land Management - Law Enforcement (2 pp)

Message 733-1316
Subj: im 90-541

BLM-OSO ROUTING
910 SD
910.1 ASD
912 PA
913 EEO
920 MIN
930 L&RR
940 OPER X
950 ADM
OTHER
955.4 RMU 2
C-COPY X-ACTION

UNITED STATES DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

July 17, 1990

IN REPLY REFER TO:
1210 (840)
9260

EMS Transmission 7/18/90
Instruction Memorandum No. 90-541
Expires 09/30/91

To: All WO and Field Officials

From: Director

Subject: Law Enforcement Decision Document

DD 11/15/90
DD 01/15/91

Attached for your information and implementation is the Decision Document resulting from the recent task force report: LAW ENFORCEMENT IN A DECENTRALIZED MULTIPLE USE AGENCY. Please initiate whatever actions are necessary to implement or comply with these decisions within your area(s) of responsibility. Specific timeframes are provided within the Decision Document.

Signed
Cy Jamison
Director

Authenticated
Georgette A. Fogle
Directives (WO 855)

1 Attachment
Decision Document - Bureau of Land Management - Law Enforcement (2 pp)

DECISION DOCUMENT
BUREAU OF LAND MANAGEMENT
LAW ENFORCEMENT

After careful review of the Task Force Report: LAW ENFORCEMENT IN A DECENTRALIZED MULTIPLE USE AGENCY, dated January, 1990, and discussions with key personnel, both inside and outside of the Bureau of Land Management, I have made the following decisions:

1. The 37 recommendations contained in the Task Force Report dealing with policy and procedural issues will be implemented, giving Director's priority to:

(Page numbers refer to the Task Force Report - See the Report for background information and the full text of the recommendations.)

Policy and Quality Control, recommendation 13 (p. 23) - National policy delineating criteria for determining the need for Rangers and Special Agents;

Selection Process and Performance Review, recommendation 4 (p. 26) - Procedures to be followed when a Law Enforcement Officer's (LEO's) emotional or psychological fitness for duty is questioned or in cases of alleged misconduct by a LEO;

Roles and Responsibilities, recommendation 1 (p. 26) - Standard Organizational Structure - (see sections 2 and 3 of this

Administrative Process v. Criminal Justice Process (p. 30) - Criteria or thresholds for determining when violations should be handled administratively, versus citations or other criminal sanctions;

Internal Investigations (p. 32) - (see section 2 of this document);

Law Enforcement Emergency Response Procedures (p.33); and

Grade Levels of Rangers, recommendation 2 (p.36) - Appropriate "resource duties" for rangers;

In addition, BLM Manual 9260 will be revised to reflect these decisions when they are implemented.

Attachment 1-1

2. The Washington Office (WO) Chief of Law Enforcement will report to the Deputy Director. Departmental Manual 135 and BLM Manual 1211 will be revised to effect this organizational change within 120 days of the date of this decision.

   Special Tactical Unit and Internal Investigative capabilities will be established within 180 days of the date of this decision, and will report to the WO Chief of Law Enforcement. The internal investigative capabilities will provide for conducting investigations of alleged criminal misconduct of employees, performing internal control reviews (ICRs) of the law enforcement activity and conducting other law enforcement inspections and reviews.

3. Special Agents-In-Charge (SACs) will report to the State Director/Associate State Director (SD/ASD) in all BLM State Organizations. Special Agents will report to the SAC unless the organization in a particular State is large enough to require one or more Supervisory Special Agents.

   Rangers will report directly to local line managers (Area Manager or District Manager) unless the ranger force in a particular organizational unit is large enough to justify a Supervisory Ranger, in which case the Supervisory Ranger will report to the line manager.

   In those States requiring an organizational change(s), the paperwork necessary to effect the change(s) will be completed within 120 days of the date of this decision.

4. With the Director's approval, any law enforcement personnel may be called on emergency special assignment by the WO Chief of Law Enforcement. Affected State Directors/Associate State Directors will be notified by the fastest possible means of the Director's decision. If possible, notification of SDs/ASDs will be in advance of or simultaneous with notification of affected LEOs. This decision is effective immediately.

5. Approximately 18 to 24 months after the date of this decision document, these decisions will be reviewed to determine; (a) if they have been fully implemented; (b) whether they are meeting the objectives of the Task Force recommendations; and (c) whether they should be modified.

Cy Jamison 7/16/90
Director, Bureau of Land Management Date

Attachment 1-2

ROLES

SAC

The Special Agent-in-Charge, Resource Protection, is responsible for implementation of policy, standards, and responsibilities established by directives in the Law Enforcement Manual. The Special Agent-in-Charge is a designated Bureau law enforcement official who reports to the State Director. Special Agents-in-Charge are responsible for:

1. Serving as primary advisor and consultant for law enforcement matters to the State Director, and other Bureau officials.

2. Developing and managing a Statewide Bureau law enforcement program which includes long range planning, budget formulation, case reporting, data collection and management, evaluation of program results, and management and ervision of subordinate law enforcement personnel.

3. Coordinating law enforcement activities within the State and other Bureau program management activities to insure comparability and proper integration of effort.

4. Exercising specific delegated law enforcement authority to fulfill provisions of other laws and regulations administered by the Secretary of the Interior and Attorney General of the United States when so authorized.

5. Conducting lengthy and complex investigations, which involve a wide range of violations covering large or multi-jurisdictional areas and involving sophisticated investigating techniques.

6. Managing agreements and contracts for law enforcement with other Federal, State, and local agencies, and conducting necessary liaison with other agencies.

7. Analyzing State law enforcement needs and procedures and recommending appropriate changes.

8. Providing Rangers with criminal justice and technical guidance in matters of arrest, search, seizure, and other matters critical to the criminal justice system.

9. Providing the Ranger's supervisor with training in management of a law enforcement function and Bureau policy on law enforcement operations upon assignment of a Ranger to a District or Area.

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